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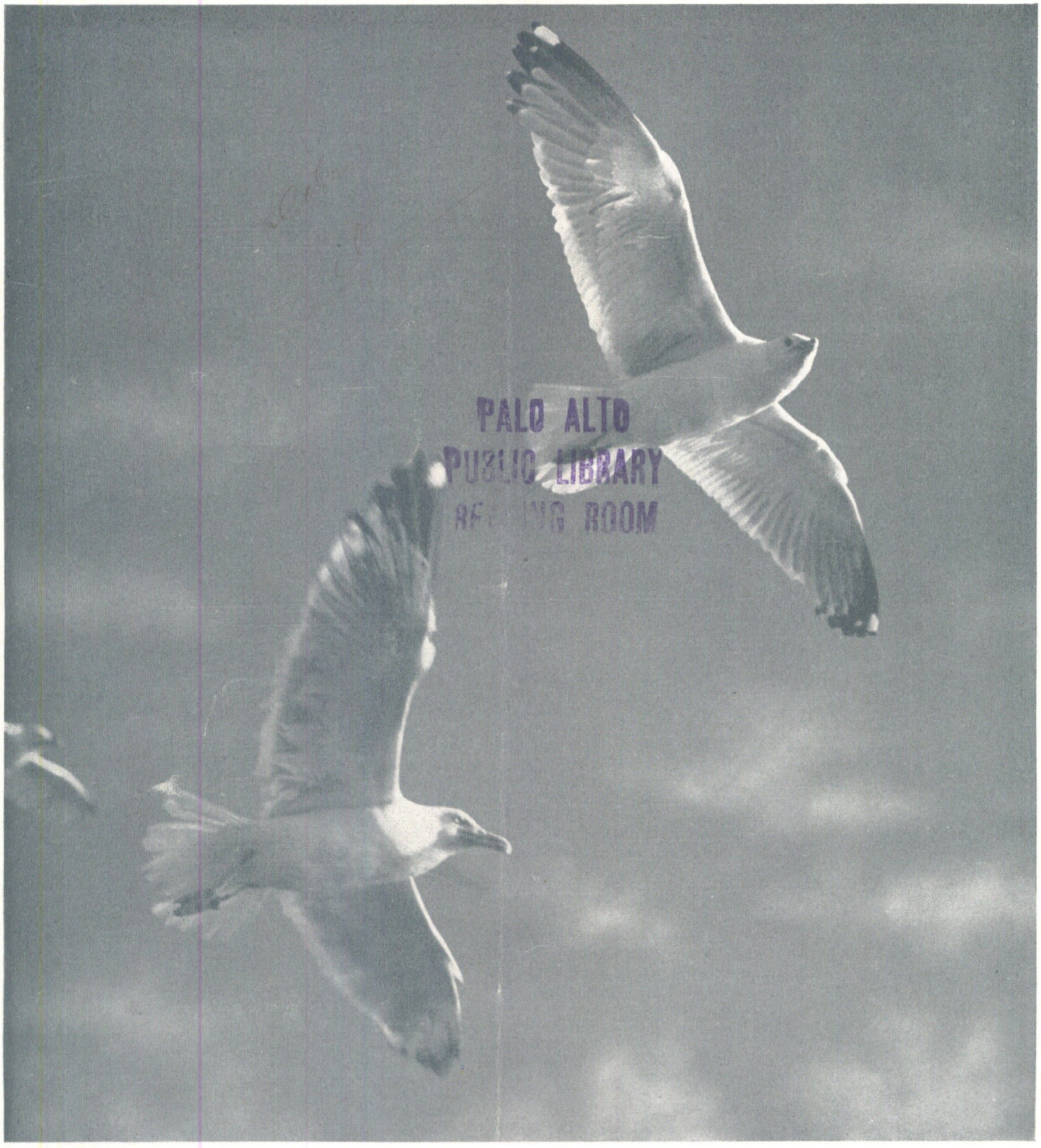
THE SURVEY



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National Conference of Social Work... A Special Section

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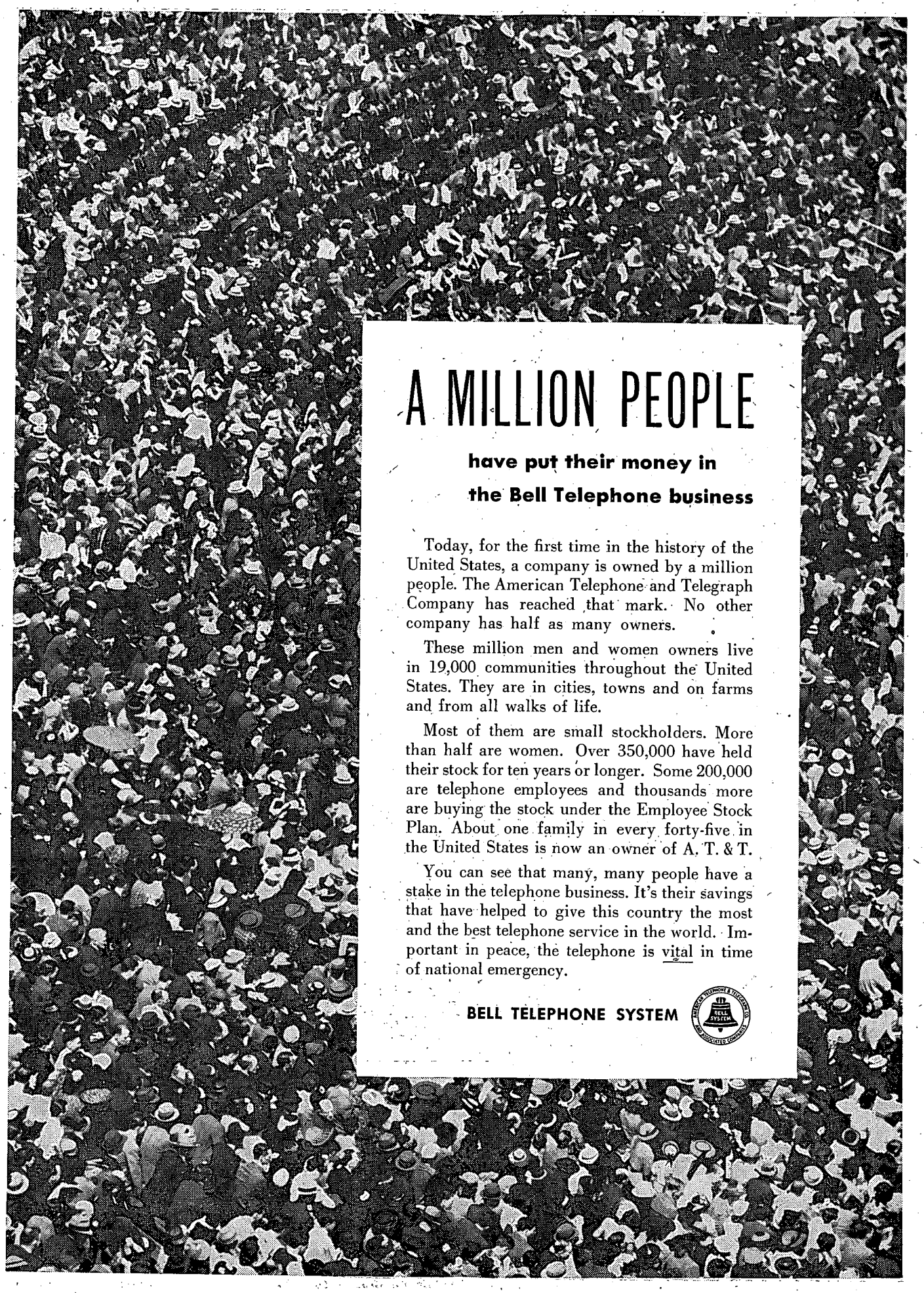

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THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications, 5287 Sunset Blvd., Los Angeles 27, Calif.

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CHILD WELFARE LEAGUE OF AMERICA—24 West 40 Street, New York 18. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

COMMUNITY CHESTS AND COUNCILS OF AMERICA INCORPORATED, 155 East 44th Street, New York 17. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

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NATIONAL ASSOCIATION OF THE DEAF, 121 West Wacker Drive, Chicago 1, Ill. Byron B. Burnes, President; Robert M. Greenmun, Secretary-Treasurer. Organized 1880. Incorporated 1900. Objects: Educational, Social, Industrial Welfare of the Deaf, Quadrennial National Conventions. Official Organ, The Silent Worker, $3.50 year. Lists achievements of deaf in Industry, Education, Sports, and Religion. Section for Parents of Deaf Children.

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NATIONAL CONFERENCE OF SOCIAL WORK, 22 West Gay St., Columbus 15, Ohio; Ewan Clague, President. The Conference is an organization to discuss the principle of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the proceedings of the meeting and issues a quarterly Bulletin. Proceedings are sent free of charge to all members upon payment of a membership fee of $7.50. 78th Annual Meeting, 1951, Atlantic City, N. J.

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(In answering advertisements please mention THE SURVEY*)*

(Continued on next page)

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NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway at 58th St., New York. Dr. James E. Perkins, managing director. Pamphlets of methods and programs for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis medical journal, $10.00 a year; and Monthly Bulletin, house organ, free.

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NATIONAL HOUSING CONFERENCE, 1025 Vermont Avenue, N. W., Washington, D. C. A citizens' organization, working to help secure a better housed America, promoting slum clearance, public low-rent housing, urban redevelopment, and housing for families of middle income. Acts as coordinating agency for housing information to labor, veterans', religious, social welfare, educational, minority and public interest organizations. Monthly newsletter, special reports and studies throughout the year, and Annual Meeting. Lee F. Johnson, Executive Vice President.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS, INC., 11 South LaSalle Street, Chicago 3, Illinois. Gerard M. Ungaro, President; Lawrence J. Linck, Executive Director. The Society through its 2000 state and local member units seeks to provide health, welfare, educational, recreational, vocational and employment services to all types of handicapped persons, adjusting its services to each community and the programs of other agencies. Maintains special cerebral palsy services; consultation by professional staff; loan library. Financed by annual sale of Easter Seals. Publishes "The Crippled Child," a magazine for parents of handicapped children, bimonthly, $2.00 a year.

THE NATIONAL VOCATIONAL GUIDANCE ASSOCIATION, Campbell B. Beard, Executive Secretary, 1424 16th St., N.W., Washington 6, D. C., is the professional organization for counselors and others engaged and interested in vocational guidance and the publishers of OCCUPATIONS, the Vocational Guidance Journal.

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about correctional institutions and works to improve correctional methods and standards. Aids released prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Austin H. MacCormick, Exec. Dir.; Robt. R. Hannum, Dir. of Vocational Placement.

THE NATIONAL FOUNDATION FOR INFANTILE PARALYSIS, INC., 120 Broadway, New York 5, N. Y. A non-profit organization pledged to lead, direct and unify the fight against infantile paralysis and supported by the March of Dimes. Through more than 2,800 Chapters serving every county of the nation, it helps pay for the best available care and treatment for polio patients whose families cannot pay full costs unaided, regardless of age, race, creed or color, and assists in staffing and equipping local polio centers. It supports scientific investigation into the cause, prevention, cure and treatment of infantile paralysis and finances the professional training of scientific and medical personnel. It maintains a year-round program of public information and education about the disease.

NATIONAL URBAN LEAGUE, organized in 1910, with 58 local branches seeks to improve living and working conditions among Negroes. Conducts surveys and research as basis for its services. Specializes in securing full use of Negro manpower in public and private employment. Publishes special bulletins on interracial and community problems. Provides fellowships in Social Work. Solicits contributions and gifts. 1133 Broadway, New York 10. WAtkins 4-0505.

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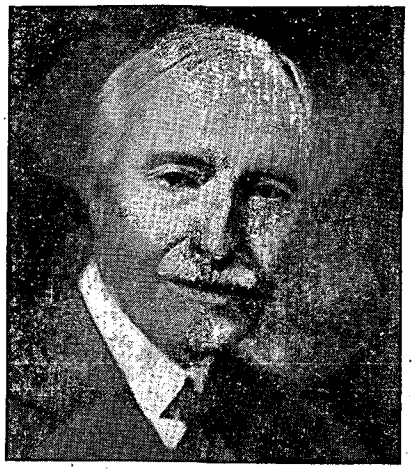
PROFESSOR Chamberlain had a creative gift for what Justice Brandeis called "social invention." Take the Legislative Drafting Research Fund at Columbia University projected by him in 1911, from which sprang the federal office that serves Congress as a new tool for democracy. Take the pattern of urban government he struck off as counsel to New York City's Charter Commission in 1935-1936. These are but two examples of his grasp of modern techniques and problems. Along with such mastery went insight, human warmth, initiative.



Born in Cleveland, he won his spurs in the practice of law in California; in statesmanship and social engineering in New York and Washington—and long before his constructive service in his seventies, he had become a mounting force in international relations.

In World War I he bore a creative part in organizing the Foreign Policy Association and in later years was its telling chairman.

Professor of Public Law at Columbia University, his degrees from American campuses were capped by one from Oxford University, where he filled the George Eastman professorship in 1939-1940. The honor that perhaps meant most to him, however, was a citation by American Jewry for his work as chairman of the National Refugee Service and as a member of the High Commission for Refugees Coming from Germany (1933-1935).

Among other posts, he served as a member of the Advisory Committee on Voluntary Aid of the Department of State and as chairman of the Advisory Committee of the U. S. Displaced Persons Commission. These services were matched in 1943 and after—by his chairmanship of the American Council of Voluntary Agencies for Foreign Service.

The exploratory bent, which characterized his works of hand, stood out also in such volumes as "The Regime of the International Rivers—Danube and Rhine" (1923), "Legislative Processes—National and State" (1936), and as joint author of "The Judicial Function of Federal Administrative Agencies" (1942).

Professor Chamberlain's membership in Survey Associates goes back to 1913 (well toward our founding); his membership on our board to 1928. He was our chairman from 1944 to 1950. He died on May 21 at his home in Sutton Square, New York City, overlooking the East River. Here he was gracious host many a time to the board of directors.

For well nigh forty years, Professor Chamberlain was a generous contributor to *The Survey*—in money, yes, and unstinted work; but also in gifts of the mind. Here are a half dozen titles that stand for ground he broke in our pages: "The New Balance of Justice" (1927), "Planning and the Constitution" (1932), "Butter Before Cannon" (1940), "Without a Country" (1945), "The Crisis Is Now" (1947).

His last contribution was to our special "Calling America" number on FOOD (March, 1948). This bore the deft title, "How People Can Help Peoples," and it drove home the "swift, intimate, flexible service of voluntary agencies."

He amply recognized the vast work of UNRRA, FAO, and other salients of government effort. "In the great work of overseas relief and reconstruction," he wrote, "there is the public load which only governments can shoulder. But there is a genuine place left for private effort among the people concerned, and this holds alike for those who give and those who receive."

His was a blueprint of the different theaters of acute overseas need, of team play that turned the scales in emergencies, and especially of succor for children caught in the backwash of war—a matchless canvas charged with concern for the future.

Paul Kellogg

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THE SURVEY

June 1951

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National Conference of Social Work
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SURVEY ASSOCIATES, INC.

Publication Office: 34 North Crystal Street, East Stroudsburg, Pa.
Editorial and Business Office (All subscriptions, correspondence, and change of address): 112 East 19 Street, New York 3, N. Y.

Editor: Paul Kellogg.
Associate Editors: Beulah Amidon, Ann Reed Brenner, Kathryn Close, Cora Emme, Loula D. Lasker, George C. Stoney; *editorial assistants:* Hannah Gallagher, Janet Sabloff.
Contributing editors: (Honorary) John Palmer Gavit, Alain Locke, Leon Whipple, Florence Loeb Kellogg.
Advertising and circulation: Dorothy Putney; *subscriptions:* Mary J. Brennan; *bookkeeper:* Mary F. Pidgeon; *field representative:* Anne Roller Issler; *registrar:* Mary K. Golden.
The Survey published on the 1st of the month. Price of single copies of this issue, 50c. By subscription—Domestic: one year $5, two years $8. Canadian and Foreign: one year $5.50, two years $9. Indexed in Readers' Guide to Periodical Literature, Book Review Digest, Index to Labor Articles, Psychological Abstracts, Public Affairs Information Service, Quarterly Cumulative Index Medicus, Biography Index, Current Biography.
Cooperative Membership in Survey Associates, Inc., including subscription: Year $10.

Among Ourselves

SEVERAL WEEKS AGO, an Associated Press story from Washington, D. C., reported that under order of Oscar R. Ewing, Federal Security Administrator, 3,600 copies of a pamphlet, written by Professor Charlotte Towle of the School of Social Service Administration, University of Chicago, had been destroyed. The Associated Press reported that Mr. Ewing's action followed a protest by the American Medical Association, denouncing the pamphlet as "viciously un-American." The action of the Federal Security Administrator has been widely criticized. Social workers and associates of Professor Towle at the School of Social Service Administration have pointed out that the single sentence cited in the article in *The Journal of the AMA* was lifted out of context and was completely misinterpreted. Further, this 132-page manual, which was first issued by the FSA in 1945 and reprinted in 1949, has had "an enormous circulation," and has been used in schools of social work, in a number of in-service training courses and by individual social workers in this country and abroad.

At their Atlantic City meetings, the American Association of Social Workers, the American Association of Schools of Social Work, and the National Federation of Settlements passed strong resolutions of protest, copies of which were forwarded to appropriate Washington officials, including Mr. Ewing.

OKLAHOMA recently became the fourth state to enact a law which provides that "unclaimed, unwanted strays in public pounds," instead of being killed may be made available to universities, hospitals, and other licensed scientific institutions for use in medical research. Marion Robinson's widely quoted article, "Unsung Heroes of Medicine" *(The Survey,* February 1949), indicated something of what we all owe to "the laboratory animals which have made possible the advancing knowledge, new drugs, and techniques that lessen pain and save lives."

A SUMMARY of the many important papers presented at the Fifth International Conference of Social Work, held in Paris last summer, has been prepared and published in pamphlet form (see "Social Workers at Paris," by Melvin A. Glasser, *The Survey,* September 1950). The full report of the Conference will be issued later, and will form the basis for study and action in many parts of the world. Meanwhile, the pamphlet, which gives the highlights of the Paris meeting, may be secured from the American office of the International Conference, 22 West Gay Street, Columbus 15, Ohio.

FROM SUE SPENCER in Tennessee comes news of the new affiliation of the Nashville School of Social Work (see "Training Southern Social Workers," *The Survey,* August 1950). The school, started as a regional institution in 1942, has been under the joint sponsorship of Peabody College, Scarritt College, and Vanderbilt University. Under the new plan, the school on July 1 will be transferred to the permanent sponsorship of the University of Tennessee. The scheme was worked out with the help of a Citizens Committee. The school hopes to strengthen and expand its work, and as a first step, a branch program was opened in Memphis last fall, enrolling both full time and part time students.

A FRIEND of long standing, the Public Affairs Committee, recently passed two significant milestones in its distinguished career: the fifteenth anniversary of its establishment, and the issuance of its 17-millionth pamphlet. The committee was organized in 1936 by a small group of educators and social scientists to further the dissemination of factual, nonpropaganda information on urgent social and economic problems. As this unique nonprofit educational venture proceeded, it broadened its field to include pamphlets on problems of health and human behavior. The most recent pamphlet is "Blood—Your Gift of Life," with a Foreword by E. Roland Harriman, president of the American National Red Cross.

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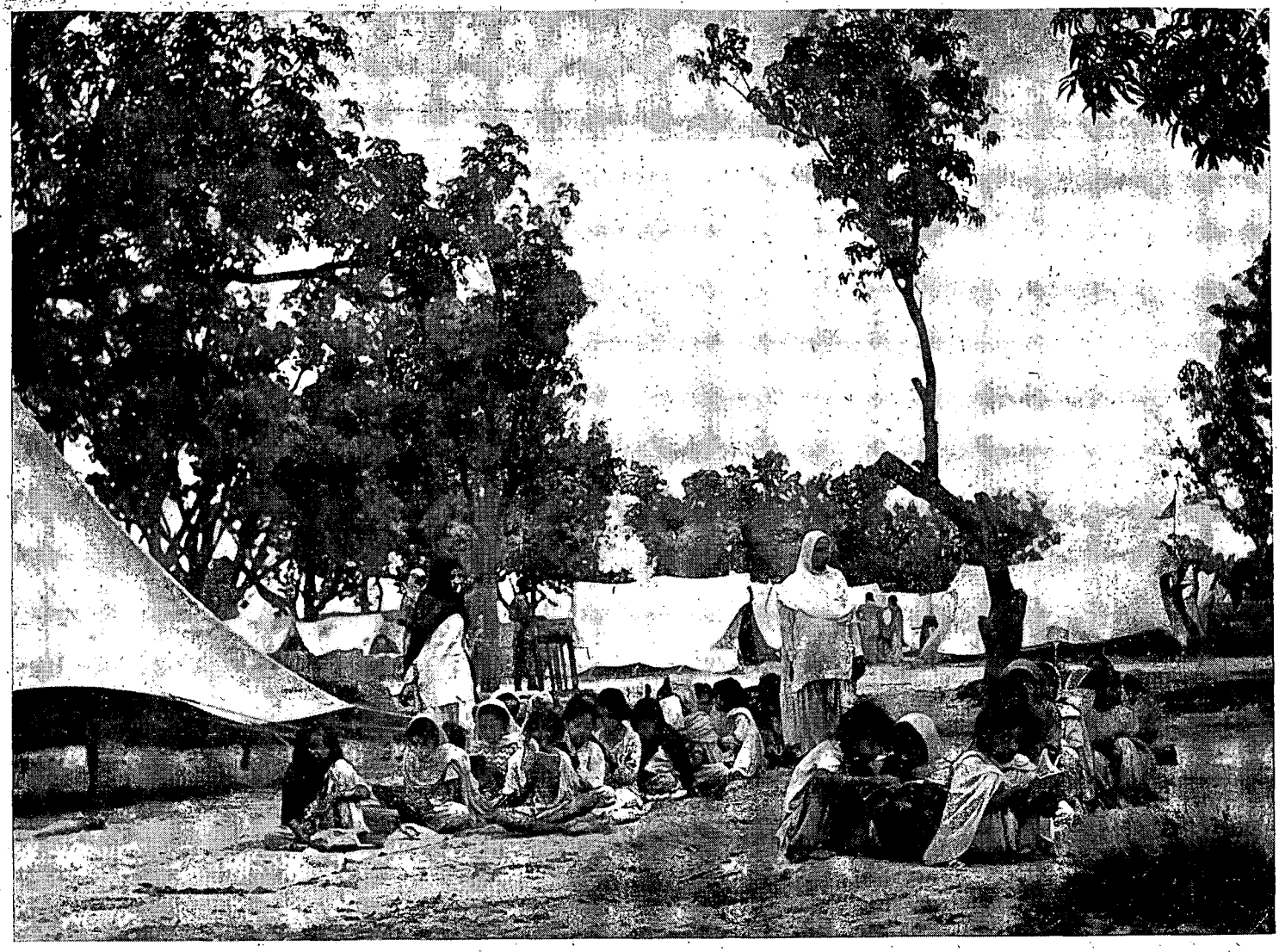

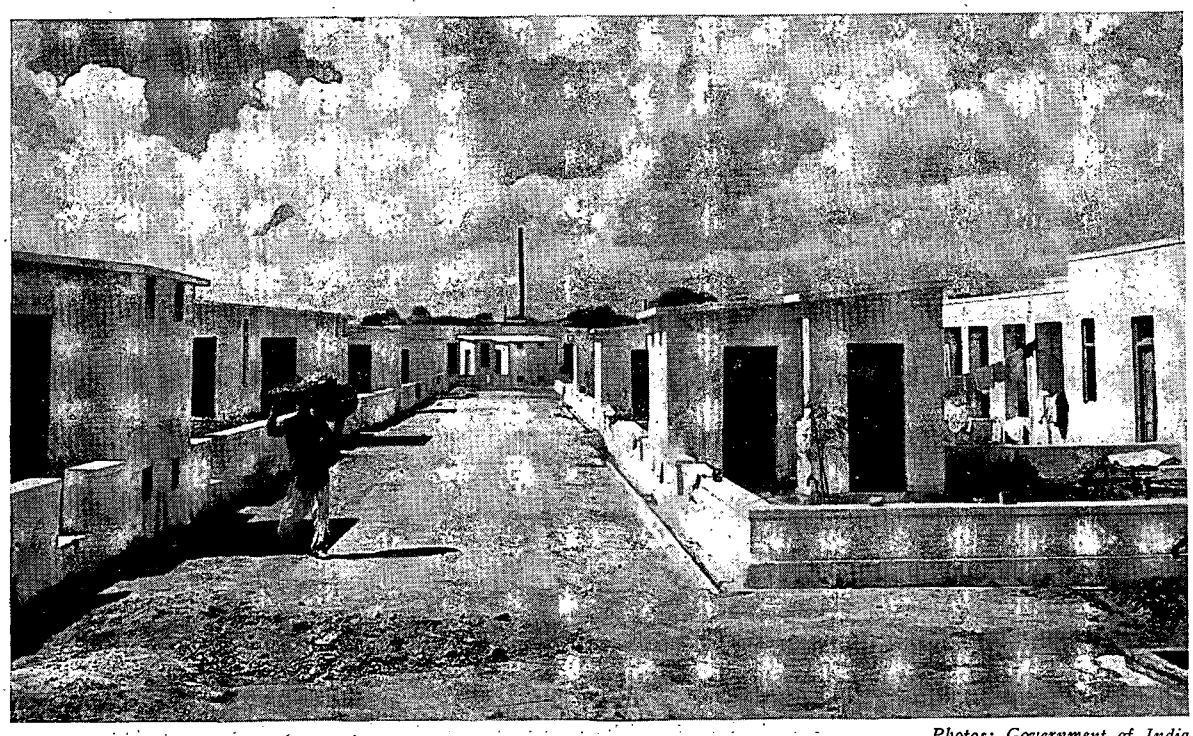

Photos: Government of India

Top: an open air school for girls at Faridabad Camp, which accommodates 15,000 refugees from Pakistan. *Above:* new homes for some of India's displaced millions at Kingsway Refugee Colony

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Refugees of Freedom

How India is trying to solve one of the greatest refugee problems in recorded history—the flight of millions across the new borders created by partition.

KUSUM NAIR

FREEDOM ATTAINED BY INDIA AND PAKISTAN IN 1947, brought with it untold suffering to millions in both countries. It made them refugees overnight, victims of such terror that they fled across the borders without a thought for homes or possessions.

On August 15, 1947, the two states of India and Pakistan were created with a partitioned Punjab, Bengal, and Assam. Although the first independence day was celebrated throughout the subcontinent in harmony, this peace was deceptive. Before the month was out, a wave of violence toward the minorities of both countries (Muslims in India, Hindus and Sikhs in Pakistan) started a stampede to the newly created borders.

By mid-December of that year, 4,362,000 refugees had crossed into India, virtually the entire population of Hindus and Sikhs of Western Pakistan. Nearly as many Muslims had fled from India to Pakistan.

Three years later, in January-February 1950, fresh riots in the east in the two Bengals set in motion another huge interdominion migration.

Today, the refugee population of India numbers over 9,000,000—more than the total population of the continent of Australia.

Naturally, these vast movements raised complex problems. Camps were established both for the outgoing and the incoming refugees. The immediate need was for food, clothing, and shelter. With the best efforts, conditions in most camps were unsanitary and medical service poor or non-existent. Hundreds of thousands of men, women, and children lacked even a roof.

They had escaped. They were alive in a friendly territory. But what next? How were they going to spend the rest of their lives? Their material losses could never be made good; nor their dead relatives and friends restored. The past could not be reconstructed. For many refugees confronting the wreckage of their lives, sanity itself was an achievement.

The government assumed responsibility for feeding and sheltering every refugee who did not have a friend or relation to whom to turn. At one time, a million people subsisted on a dole which cost 1,000,000 rupees a day. Even the Prime Minister's house overflowed with refugee guests for some days. Gradually, as rehabilitation schemes came into force, the number of these dependents dwindled. Now cash relief has been completely stopped. Only the utterly destitute—the old, the infirm, and the orphans—continue to receive state aid. Many of these will need help as long as they live.

REHABILITATION BEGAN ALMOST AS SOON AS THE MIGRATION from West Punjab ended. To date, more than 800,000 families have been allotted agricultural land and the means to proceed with its cultivation. In urban areas shelter has been provided for more than 2,100,000 people. Businessmen, industrialists, and petty tradesmen have been advanced loans amounting to nearly Rs. 150,000,000, and employment exchanges have placed more than 150,000 people in jobs. About 18,000 individuals a year receive technical training, and special arrangements have been made for the education of the young. Altogether, government expenditure for the refugees since 1947 has amounted to a total of Rs. 985,000,000.

Destitute and unattached women have been in the care of a special Women's Section of the Ministry of Relief and Rehabilitation. It is headed and staffed almost entirely by women many of whom, like Mrs. Rameshwari Nehru and Mrs. Hanna Sen, advisers to the Ministry of Rehabilitation, and Mrs. John Mathai, director of the Delhi Provincial Women's Section, are experienced social workers.

The Women's Section is running a number of homes for women and schools for children, and aims to make these homes as nearly self-supporting as possible.

The residents are provided with food, clothing, housing, and medical care and given training in various handcrafts including tailoring, embroidery, soap-making, spinning, weaving, and calico-printing. The materials and the necessary equipment are furnished and the output marketed, with the women paid on a piecework basis.

Life in the homes is simple and orderly. Working hours are regulated, and while a woman may go out visiting or shopping she cannot stay away.

In addition to these homes, special work and rehabilita-

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—By a journalist who lives in Bombay, and has made a special study of India's new programs of relief and rehabilitation. Mrs. Nair has written for several American magazines.

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tion centers have been opened for displaced women. These have two sections—one for trainees and the other for wage-earners. In the latter, skilled women execute orders booked for them from both government departments and commercial agencies. Equipment in the centers includes sewing machines and materials, and the women receive wages for their work. These agencies are not residences. Their purpose is to help women who are not alone or destitute but who need economic aid. All finished articles are centrally marketed.

The Women's Section also runs a special employment bureau and a marriage bureau, both of which have helped resettle uprooted women. The slow and painful job of recovering abducted women is also this department's responsibility.

On March 23, 1951, India's first all Women's Colony, *Kasturba Niketan,* was opened in Delhi. Designed to accommodate 1,200 women and children it has at present 400. The colony, which is run entirely by women, is already a success and is a very interesting experiment.

Life in the colony is thoroughly regulated and the discipline strict. Work begins at 9:30 and with a half hour interval for lunch continues till 4 P.M. In the evening the women can go out for two hours, shopping or visiting, but they must return to cook the evening meal and put the children to bed. There is a set time for community singing and prayer.

The colony consists of 300 one-room tenements built in blocks of ten or more. Women with more than three children are given a whole room to themselves. Those who have fewer children and the childless have to share a room. There are eight big halls, two of which are used as orphanages, the rest as work rooms. Tailoring, embroidery, weaving, spinning, and carpet-making are among the skills taught, and trained women are able to earn the equivalent of 60 cents a day. The staff includes a superintendent, a vocational teacher, two trained nurses, and a pharmacist. A physician visits the colony twice a week.

Displaced farmers have proved easier than city dwellers to rehabilitate. All the farmer needs is a piece of land and financial assistance to tide him over to the first crop. Many families who brought their bullock carts and livestock with them moved into villages evacuated by Muslims. None, however, could get the same quality or the same quantity of land they owned in Pakistan. In Punjab (India) the Patiala and the East Punjab States Union for instance, the migrating Muslims left a total of 4,735,000 acres of land (cultivated and uncultivated) of which more than a third was irrigated; but in the Punjab (Pakistan), Hindus and Sikhs had left 6,739,000 acres of farm land, two thirds of it irrigated. Rationing of allotments for refugee farmers in India was inevitable.

As the number of incoming farmers was far too great for the available land, the government had to undertake the reclamation of fresh tracts. Vast areas were put under the tractor in Bhopal and in Ganga Khadar and Naini Tal Terai of Uttar Pradesh. On these tracts are settled groups of carefully selected families. They are given shelter, implements, seeds, and rations till they are able to live off the land. They are then formed into cooperative societies.

Even among those who have been allotted previously cultivated land, many have lacked funds to repair houses and wells or to construct new ones. Some families had to be given bullocks, seeds, and implements and provided with food till the first crops were harvested—six to nine months, as a rule. But out of every 25 rural refugees 24 have been resettled.

The absorption of the urban population has been much more difficult. The Hindu city dwellers were, on the whole, the most prosperous group in Pakistan, where they were in the forefront in government, industry, and business. To find suitable openings for these "white collar" refugees has been almost impossible in India's overcrowded cities already burdened with their own unemployed. The refugees could not be assigned to industries and businesses vacated by the Muslims who left India for Pakistan. These were for the most part unskilled laborers, artisans, and mechanics.

Left: refugee men and boys making sports goods by hand in a workshop organized for them at the Kingsway Colony.

Photo: Asian Press Service

Opposite: old women, uprooted from their homes, spinning thread in the traditional way at the resident center in Mahrauli, a village just outside Delhi.

Photo: Government of India

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Neither by filling the gap left by the migrating Muslims nor by squeezing the displaced into the existing not very elastic economy, nor by outright subsidy can this problem of rehabilitation be solved. It calls for a new economy, with new occupations, professions, and resources. This is a slow process.

However, several towns are being expanded by setting up small and medium sized industries and constructing groups of new houses ranging from very modestly priced one-room tenements to comfortable two-story houses. These are rented to refugees, or sold to them outright or on contract.

One of the most ambitious schemes is for fourteen new townships scattered over eight states of the Indian Union. Eventually, they are to grow into self-sufficient communities with a total population of 470,000 displaced persons. Modern in plan, they are in various stages of construction.

The best known of these townships is Nilokheri, eighty-five miles north of Delhi. It is an example of self-help and of a cooperative spirit. An urban-rural township of 10,000 population, it is built on land previously covered with jungle. It has several industries, workshops, foundries, a polytechnic school with 500 students, a vocational training center, printing press, transport sheds, trainees' hostel, schools, public library, cinema, a 21-room residential hostel, and a consumers club. All these are run on a cooperative basis and hope to pay back the capital invested by the government. The initial cost of Nilokheri was almost Rs. 10,000,000. The constitution for the community's administration was drawn up democratically by a twenty-five member Township Constituent Council.

Faridabad is another example in which, largely through the effort of the refugees themselves, a modern township of 4,000 houses is fast springing up, eighteen miles south of Delhi. It is meant mainly for refugees from the North West Frontier Province. The township includes four school buildings, four recreation centers, and a work center for 300 unattached women. There are also a hospital, five health centers, five outdoor dispensaries, and a Technical Institute for advanced training. A temporary power station supplies 300 kilowatts for street lighting, artesian wells, and workshops. Nearly 4,000 refugees are employed on the construction work, which is not yet complete. An area of 400 acres has been specially set aside for future industries. Bata, the great shoe manufacturer, has agreed to put up a modern factory which will employ nearly 2,000 workers.

At the extreme end of the Gulf of Kutch on the west coast a new town called Gandhidam may provide the nucleus of a second Karachi. Here are being settled refugees from Sind. The township is in the neighborhood of Kandla, which is being developed into a major port. A new railway line, 170 miles long, will connect it with the hinterland, consisting of the States of Rajasthan, Punjab, Patiala and East Punjab States Union, Delhi, and parts of Uttar Pradesh. In climate and conditions it resembles Karachi. The whole project, including port construction, railway line, and township, will cost the government of India nearly 200 million rupees. It is hoped that when completed the township will provide homes for 200,000 persons, most of them refugees.

It is the aim of the organizers to make these township communities culturally homogeneous by grouping together as far as possible people originally from the same area. Thus they will be able to re-create something of their home atmosphere and conditions.

In spite of all the government and private effort, however, large numbers of refugees are by no means re-established. Although perhaps ninety out of every hundred have received state aid in one form or another it has not always been sufficient or suitable. Many a petty tradesman who previously owned his own shop or restaurant is working as an unskilled laborer in a Bombay textile mill. Many a university graduate and ex-landlord is today driving a taxi or tonga in the streets of New Delhi with philosophic, dignified serenity. Rather than wait for the

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government to reinstate them, the majority have snatched at any opportunity to make a living, even if it is peddling cookies or selling cloth remnants on the roadside.

The conditions in which perhaps the majority live continue sordid and depressing. Take, for example, the Koliwada Camp, some fifteen miles from Bombay. A thousand refugees from the West Punjab and the North-West Frontier Province live in this camp. It is supposed to be run by a cooperative. These refugees are no longer receiving public help or private charity. Hailing from decent middle class families, but now completely destitute, they are bravely trying to begin again, to weave a new pattern of life, thread by thread. Jobs are difficult to get, first, because they are strangers and second, because they are not from the labor or service class. They were all small, independent business owners. To start fresh in business needs capital, raw materials, opportunity, and space. They have none of these and in particular, no space. Even living space is difficult. Hard as it is for Westerners to believe, nevertheless it is a fact that over 300,000 of Bombay's own citizens (not refugees) sleep every night on the streets of this most modern Indian city simply because they lack any sort of home. At least the cooperative society gave these refugees some dwelling space of their own. Here they live in crumbling army huts, in the broken bodies of old trucks or under rags hung up in the shape of a tent. Of course, for this luxury they have to pay rent and if they are unable to pay, the bailiff turns them out.

Their shelters have no amenities except roofs and walls. But the cooperative society has provided seven taps in the open to serve the water needs of the camp's inhabitants. Bathing by both men and women has to be performed in the open. There are only two roofless latrines with twelve seats each to be used by these thousand people. The camp is full of puddles of stagnant water and roads are practically non-existent. The place is buzzing with flies, mosquitoes—and disease. There is no hospital or dispensary.

Let me tell you about some of the people in this camp. One, for example, is a solitary woman, about forty years old. She has lost her husband, her children, and all her relatives. Some were killed, some lost. Back in the Punjab she had a comfortable home of her own. Her present shelter is a tent of rags. But she has managed to get a sewing machine and with that she earns her living —rent for her "home," and food enough for existence.

Here is an old man over seventy years old. He has one crippled son and five daughters. His second son, a brick-dealer who supported the whole family, was shot by the police in a disturbance where he was an innocent bystander. The old man weeps but continues to live.

Another in this camp is a young, handsome man in his twenties. Back home in Peshawar he owned a shop, which gave him a decent living. Here he stands every day outside one of the textile mills in the hope of being taken on at a wage of fifty cents a day.

M. J. Allen

Even those refugees who escaped with their money—and quite a few from Sind, in particular, did—have not found it easy to set themselves up in paying projects.

Naturally, the refugees are bitter. They can never get rid of their memories, of all they and those they love have suffered. They know that no one can give them back what they have lost and to rebuild their family lives may take more than a generation.

It is doubtful whether the government can do much more by way of relief than it is doing, or any more speedily. Money is a formidable factor but not the only one. The psychological and the sociological factors count, too. Many a scheme, having been passed as workable by the authorities, has proved a failure because it did not appeal to the refugees. Recently, for example, thousands of displaced persons sent out of West Bengal to other states for settlement on farming land insisted on returning, as they did not like the new surroundings, nor could the government stop them.

The natural pace of industrial and economic progress of the country is not sufficient to absorb an extra 9,000,000 people. India has not, to date, been able to provide the indigenous millions with even a minimum standard of life. Many old citizens of India live in as bad conditions as the refugees and sometimes worse. But they have been used to it, and most of the refugees have not.

REHABILITATION OF REFUGEES CONTINUES TO RECEIVE TOP priority at government hands, but ultimately it will be solved only by slow absorption of the migrants into the fabric of the country. Increasingly they are losing their identity and their separatist attitude. The passage of time is blunting suffering and lessening hope.

This refugee movement has been the biggest and perhaps the cruelest that history has ever recorded. At times it looked as if the flood might even sweep away the government, so virulent was its force and so bitter its temper. Even now the mass of refugee opinion is inclined to be anti-government, in particular when the government emphasizes its secular policies. In the next general elections the votes of most of the refugees are certain to be cast in favor of the leftist parties or communal (Hindu) organizations. But beyond that they have not in any way deliberately sought to disrupt the normal life of the country, as they well might have done had they lost their sense of proportion. No outsider who has not witnessed the scenes of partition can imagine what sufferings these people have been through. Their uprooting was not of their own choice and therefore even more bewildering and difficult to bear. In human terms, the price even of liberty has its limits.

It is to the credit of both the people and the government that they have absorbed the shock and the tragedy without undue loss of balance or perspective. It is the safest guarantee of an ultimate, even though not an entirely satisfactory, solution of India's refugee problem.

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Listeners' Radio—Why Not?

A Washington, D. C., project shows how radio patrons can provide for themselves the kind of programs they want to hear—free from the tyranny of "commercials."

JERRY VOORHIS

A NEW AND CHALLENGING FIELD FOR CONSUMER-CONtrolled activity is being explored in the nation's capital. After years of quiet endurance of commercialized programs, listeners have begun to do something about obtaining the kind of radio entertainment and enlightenment they want to hear.

Symptomatic of the new listener-consciousness in Washington is the fact that there are now two committees in existence, one a Committee Against Forced Listening, the other, a Listener Committee for Better Radio.

The "listeners against" committee was set up to protest the broadcasting of commercial announcements and third-rate music in busses and street cars. They have fought hard—and loudly—against having the tired commuter's ears assailed by noise. So far, they have lost the first few rounds.

But much more hopeful and creative is that second committee—the Listener Committee for Better Radio. Its sponsors include wives of Cabinet members and Supreme Court justices, Senators, the chief of the Library of Congress, the head of the drama school at Catholic University, an editor of a union newspaper, and leaders in Washington's cultural life.

The "listeners for" committee is raising funds to purchase five hours of uninterrupted music and drama, built around the superb British Broadcasting Corporation productions, each Sunday afternoon. To put on the program, which cannot be sponsored commercially, they are asking for $10-a-year subscriptions.

This revolutionary approach to radio entertainment, however, would have far less likelihood of success if it were not for the fact that Washington can boast another pioneering institution—a listener-owned radio station. This is station WCFM, owned and operated as a consumers' cooperative.

It was only natural, when this committee for better listening first was being formed, that the guiding spirits should turn to WCFM as an outlet. For, in the more than two years of its existence, WCFM has proved itself a real community institution. When they want to be heard over Washington families' radio sets, all sorts of groups turn to WCFM. Among these are the local cooperatives including the first consumer-owned department store, Group Health Association, the District credit union movement, and the Greenbelt shopping center. But they also include citizens' associations, the League of Women Voters, United World Federalists, and other civic organizations. AFL and CIO unions often broadcast programs of public interest, and several unions regularly sponsor programs of news commentary. High school and college groups appear frequently—in programs ranging from sports commentary and drama to the "I Speak for Democracy" oratorical contest. Churches of all denominations broadcast their messages over this station.

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—By a former congressman who served five terms as representative of a district of his adopted state of California. Mr. Voorhis has been since 1947 general secretary of the Cooperative League of the USA.

WHEN THE IDEA OF A COOPERATIVELY OWNED RADIO STAtion first was discussed, during World War II, it was called a utopian dream. A group of consumers cooperative enthusiasts, led by WCFM's first manager, Helmuth Kern, were working on postwar blueprints for Potomac area cooperatives. As one of the group's major projects, they set to work to organize a radio station, broadcasting on the lower-cost and higher-quality FM band.

In the discussion and planning stages, the guiding idea was to include a great variety of community groups, from the labor unions to the League of Women Voters. Washingtonians, whose city council is the United States Congress, have no franchise. Therefore, these voluntary organizations take on many of the aspects of spokesmen for the community. When it came time to put up the initial capital, many of these groups were unable to assume responsibility, and the station was capitalized primarily by the local cooperatives, and by purchase of stock by individuals. However, there has been no major change in the original program plans, and these groups still actively participate in preparing and broadcasting programs over WCFM. But the station has never been adequately capitalized and has in consequence faced severe financial problems.

WCFM is well into its third year. The mere fact that it has survived is noteworthy, because the mortality rate of FM stations has been very high even where they have had the advantage of substantial capital. By commercial standards, it is making progress, having attracted such national sponsors of its programs as Kaiser-Frazer, the Welch Grape Juice Company, and the Farm Bureau Insurance Companies, not to mention a growing group of local advertisers who find WCFM listeners the kind of people who show appreciation for advertising over *their* station in the most practical of ways—by purchases of goods and services.

Needless to say, the going has not been easy. Costs doubled between the day WCFM's application was filed with the Federal Communications Commission and the

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day it went on the air. The station is still in the red. But WCFM's present manager, George A. Bernstein, can report a smaller deficit each month.

Most of WCFM's capital has been subscribed by the more than 2,700 individuals who hold shares of its preferred stock selling at $10 a share. These are the people from every walk of life and many parts of the country who have made continuance of the station possible. In addition, the basic controlling group of Washington cooperatives owns the common stock on behalf of 25,000 members. WCFM is now going through what it is hoped will be the last of its financial drives, and expects to pull through by promoting further stock purchases—the final $30,000 that is being offered. If this drive is successful, it appears probable that the station can before much longer become self-sustaining.

THE SCARCITY OF COMMERCIALS ON WCFM HAS ITS VIRtues, but also drawbacks. Obviously, no station can operate on good will alone. WCFM is competing with more than a dozen other stations in the area. Its monthly budget is about $6,500; the station's advertising income, although increasing steadily, is nothing like enough to meet that cost. A normally run station, under such circumstances, would have only two alternatives—to fold up, or to sell spot commercials at five-minute intervals, accept any advertising accompanied by cash, and consequently operate the station with little concern for the listening audience.

To solve this most pressing problem of filling its income gap, WCFM's management played around with a number of methods. They explored "functional music" production for offices, restaurants, and places of business. This and several other ideas were rejected on the ground that they do not represent good radio programing.

Instead, a growing and thriving record-producing business has been developed which promises to play a major part in reducing the amount of red ink used by the station's bookkeeper. Three records already have been produced and distributed to stores all over the nation. Two more are in process, and WCFM plans to turn out one top-quality album a month as a regular part of its schedule.

The first album proved a marked success and a sellout in many record shops—Charles Ives' Third Symphony, never previously recorded. The second album—the first complete recording of all twenty movements of Handel's "Water Music"—came out in time for Christmas trade. The third, just released, is made up of seven previously unrecorded overtures by Mozart. All are played by the National Gallery Orchestra.

Another important by-product of WCFM's search for income—and for more nearly capacity use of its ample facilities and competent engineering staff—has been a recording business for advertising agencies and the many organizations which send "platters" out from Washington to their local units. The Democratic National Committee has made extensive use of WCFM for campaign recordings. The Food and Agricultural Organization also uses the studio's recording facilities, as do several Washington advertising agencies.

Another related function has been the servicing that WCFM provides for other radio stations. These include the informal network of labor-owned FM stations (WFDR in New York, KFMV in Los Angeles, WVUN in Chattanooga, all owned by the International Ladies Garment Workers-AFL; and WDET in Detroit and WCUO in Cleveland, owned by the United Auto Workers-CIO). Many of WCFM's special events broadcasts are purchased for re-use on stations which have no network connection in Washington.

Senators, congressmen, and administrative officials, as well as hundreds of civil servants who make up the bulk of Washington's population, own stock in WCFM. A glance through the station's records will show such stockholders and contributors to its fund drives as the Dean of the House of Representatives, Adolph Sabath of Illinois, Senator Hubert Humphrey, who for two years has headed WCFM's national sponsoring committee, Congressmen Richard Bolling and John Blatnik, Senator William Langer, and Frank P. Graham, war manpower director. Marquis Childs, the newspaper columnist, was the initiator and first chairman of the committee.

One clue to the kind of people who support WCFM can be seen in the make-up of its recently chosen board. Not one is a professional radio man. The group includes Wallace Campbell, who finds time from his duties as Washington representative of the Cooperative League of the USA to serve as board chairman, C. Edward Behre, an official of the Forestry Service, and Paul R. Porter, Assistant Administrator of ECA; also a high school teacher, an official of a private employment agency, an attorney at the U. S. Patent Office, a public relations man for the Rural Electrification Administration, the editor of the AFL Machinists' weekly paper, all are on the governing body, along with the economist, Robert Nathan, Tilford Dudley, assistant director of CIO-PAC, Mary Anderson, the retired chief of the U. S. Women's Bureau, and Benjamin Segal, former local chairman of Americans for Democratic Action.

There have been questions—really touchy questions—of programing for WCFM. Take the matter of accepting liquor advertising, for instance. The board had laid down a general policy statement on accepting only advertising that was in good taste. After a flood of protests greeted a beer commercial, the board discussed and restated that policy: no liquor ads, no beer ads, no patent medicine ads.

OR, TAKE THE QUESTION OF RELIGIOUS BROADCASTS. ONE OF the most lucrative sources of income of many small radio stations is paid time for evangelistic broadcasts. The listeners' committee of WCFM and the board decided originally to set aside time each week for free broadcasts of religious programs, arranging to share the time among all the denominations which cared to use the station. Then an enterprising minister liked the response from WCFM listeners so much that he offered to purchase time regularly for his messages. The board decided to try this, and the program was put on the air for a frankly experimental period. Listener reaction generally was unfavorable—not because they found the particular program objectionable, but because they did not want a precedent set. So the paid program was dropped, and all religious broadcasts are again on free time.

The listeners' council, which is named by the board from among the stockholders, has direct influence upon the station's programs. The council moves into action when complaints are made, or when a challenging new

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program idea is presented. Ask a WCFM owner-listener what he likes about his station, and you are likely to get one or more of these answers:

1. *The commentators.* WCFM is located at the news center of the world. It uses this fact to good advantage. A battery of eight news commentators can be heard each week on the station. They include columnists like Marquis Childs and Doris Fleeson, AFL-sponsored Frank Edwards, Joseph C. Harsch of the *Christian Science Monitor,* Mrs. Raymond Clapper, two labor experts—John Herling and Will Allen—Wallace Campbell of the Cooperative League, and the economist, Robert Nathan. In addition to these commentators, who speak precisely as they please without any sort of station censorship, WCFM schedules 32 minutes of news reports out of the six hours each day that the station is on the air.

Del Ankers

Jean Putnam, program director of Washington's cooperative station, WCFM, "editing" a report of a series of conference sessions by splicing the tape

2. *The music.* WCFM has pioneered in bringing "live" music back to Washington radio listeners. Previously, there had been only some brief broadcasts of the National Symphony Orchestra from high school auditoriums, and a winter series of good chamber music recitals broadcast from the Library of Congress. Last fall, in cooperation with the American Federation of Musicians, WCFM initiated a series of weekly chamber music broadcasts from its own studios. For some time, the station has aired the Sunday night concerts from the National Gallery of Art. It features each Sunday evening a program of organ music and another of church choirs. Dr. William Ober, a trustee of the Hayden Society, and by profession a pathologist for the Army medical research program, comments on and plays rarely-heard classical music for ninety minutes each Saturday evening. His program follows closely that of Dr. Walter Kaplan, who performs the same rites for "Hot House Jazz."

3. *Events of public interest.* This is another pioneering venture of WCFM—the preparation of half-hour condensations of some of the many meetings, congressional hearings, and press conferences that take place in Washington. "Many historians," points out the program director, Jean Putnam, "have noted that, since the earliest days of America, both education and influence in our country have stemmed to a unique degree from the many powerful voluntary organizations of America.

"Washington is known as a convention city for such organizations. The most influential men in Congress and the government customarily speak before such organizations. Only in exceptional cases are these meetings given radio coverage, and even then only single speeches, without their audience background, are apt to be carried on the air." So WCFM records the whole event—frequently a full day's convention session—and then its program and engineering staff literally "snip and paste" the tape recording into a half-hour program which skillfully conveys the atmosphere and temper of the gathering. This technique has been used to "cover" such events as the all-day service at the Washington Cathedral on "God, Man, and the Hydrogen Bomb"; conventions of B'nai B'rith, Americans for Democratic Action, the National Forestry Association, and the American Newspaper Guild; a conference of the Food and Agricultural Organizations of the UN; the all-day school of the League of Women Voters; and the Conference on Problems of the Aging, staged by the Federal Security Agency.

In addition to these three major attractions for listeners, the station offers regularly scheduled reports for consumers, a weekly review of drama by the newspaper critic, Tom Donnelly; "Religion Makes News" by The Reverend Thomas Keehn; explanations of Supreme Court decisions; and a fifteen-minute weekly program on the United Nations prepared in interview form by Mrs. Henry Holt, Jr.

The small fry are loyal followers of "Big Sister Sheila." Sheila Goldstein started telling stories into WCFM's microphones only a few months after the station went on the air, when she herself was only fourteen. Now, she is the proud possessor of a sponsor—Welch Grape Juice Company—and has a devoted audience of five to eight-year-olds who often determine her stories by postcard requests.

To those who still envision city co-ops as confined to grocery stores, WCFM's story may come as something of a shock. But the story, whatever its final outcome, has already proved what men and women with vision, taste, and technical know-how can do through a cooperative venture aimed at meeting a real need of the consuming public.

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Vested Interests and Inflation

The forces which seek to inflate the price balloon, and how they can be controlled—but only if each individual and group puts the common good first.

WALTER A. MORTON

SEARCH FOR AN INFLATION SCAPEGOAT IS ON. THE IMportant interest groups, in seeking to serve themselves, are promoting a continued inflation of prices, but each seeks to blame the other for the result. Past experience has shown that inflation must be prevented by monetary and fiscal policy designed to limit the quantity of money and to raise enough taxes to prevent excess incomes from being used to bid up the prices of scarce goods. Anything short of these measures merely delays inflation—it does not prevent it. Direct price control used without adequate fiscal and monetary controls is therefore likely to be ineffective, a fact which we are already discovering.

After a period of uncertainty, a general price freeze was announced on January 26, 1951, aimed to hold prices at the highest figure reached during the base period of December 19 to the freeze date. It was soon found that this freeze was unworkable and, if rigidly enforced, would have curtailed production. A month later (February 27) a retail pricing order was announced permitting sellers to price products at a margin above costs. But since costs were still not under complete control, this order permitted a continuous inching up of prices. In spite of much complaining, prices and wages have probably risen less with these controls than without any control at all.

Since Korea, wholesale prices have risen about 18 percent and consumer prices about 9 percent. Wages were frozen at 10 percent above the level of January 15, 1950, but this wage policy is being opposed by union leaders who insist that wages should not be frozen unless prices are also frozen solidly. It is, however, impossible to freeze the price level unless farm prices can be frozen along with the prices of manufactured goods. It is, furthermore, impossible to stabilize prices of finished goods unless the prices of raw materials, some of which are imported, are also stabilized. But this is not within the power of the Office of Price Stabilization, inasmuch as the law under which it operates specifically provides that price ceilings to farmers shall not be less than parity, or the highest price prevailing thirty days prior to Korea, whichever price is higher.

At the time of the price freeze, many farm prices were below this level. The Office of Price Stabilization at that time had the alternative of doing nothing whatever about any prices, or of trying to stabilize those over which they had some control and, to freeze these, wages also had to be stabilized. A manufacturer cannot function if his selling prices are fixed while there is no limit to his costs and, in the economy as a whole, labor is the largest element of cost. Yet this very act of freezing wages and prices, which was necessary if anything was to be done at all, has been criticized severely by labor as unfair. It is argued, in effect, that wages should not be stabilized unless the cost of living is also kept in leash—a reasonable enough position—but construed as an argument against wage control, it would have tied the hands of the price controllers completely.

THE CONCEPT OF PARITY IS A RELATIVE ONE. A PARITY price on a farm product depends upon the height of industrial prices. If the latter rise, the parity price on farm products automatically increases. Now, if higher farm prices result in higher wages and higher industrial prices, the price spiral could go on forever. During the last war, this process was halted by granting federal subsidies to farmers which kept food prices down below parity to the consumer and up to parity for the farmer. There is, however, no power to do this under present law; Congress shows no inclination to appropriate funds for this purpose, nor is any important group now proposing such a policy.

Some non-farmers have proposed that farm prices be frozen at the parity levels of January 25, 1951, but this position is opposed by all farm groups and by the Secretary of Agriculture, Charles F. Brannan. The stabilizers have also indicated that they would like to have the Defense Production Act changed to permit them to put a ceiling on farm products at or below existing levels, regardless of parity. They are conscious of the justice of the criticism leveled at them by consumers and labor but are helpless to do anything about it unless the law is amended. The officers of the National Farmers Union have called at the White House and urged the President not to take this action. Nevertheless, President Truman has asked Congress to fix the parity prices on products for a year at a time, in order that they could be frozen and that all other price policies could be brought into accord with them; and congressional leaders from the farm states already have indicated that they believe such a measure has little hope of passage. Apparently the votes of the farm states will oppose this program.

Farm leaders argue, moreover, that the farmer has already been deflated during the past three years since farm products are up less than other products, whereas

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wages have risen during this period. They contend that the average consumer can buy as much food today for 19 percent of his disposable income as he was able to buy for 25 percent before the war. Farmers, of course, believe their position to be meritorious and just. They are demanding further that any price freeze shall also freeze farm costs, something very difficult to do. It seems unlikely, therefore, that President Truman will succeed in halting the rise in farm prices by methods of direct control without the use of subsidies, and these require appropriations which will not be forthcoming.

If the failure to freeze farm prices should result in the total unfreezing of wages, we are in for a further rise in wages and industrial prices, with a rising farm parity price. Those who favor further inflation would welcome this result; and if it should come about, the myopics could have a field day in putting the blame on this or that Washington official rather than on the rising level of money incomes which is the real causative force.

During the 1946-48 inflation, labor generally put the blame on "profiteers," and businessmen blamed high wage costs. In the end, it was widely believed that the wage-spiral was the predominant cause of inflation and labor unions bore the blame. I have shown elsewhere that this view was completely erroneous; that all the emotion spent in castigating labor and business contributed nothing whatever toward solving the problem. Learning from this experience, since January, labor has taken the offensive in attacking price control and putting the onus for inflation upon the Big Business officials called to Washington. They thus hope to shift the blame for the current unrest in another direction. This no doubt provides some satisfaction to the rank and file, but it solves nothing. Neither can a break in the wage freeze succeed for anyone except those groups so highly organized they can race the inflationary spiral successfully.

Fitzpatrick in the St. Louis Post-Dispatch

GOING OUT IS THE PAY-OFF

Unions in meat packing, railroads, textiles, and shipbuilding have negotiated wage increases exceeding the 10 percent above January 15, 1950, fixed by the director of Economic Stabilization on February 27, 1951. They are insisting that the wage ceiling be breached, and if it is breached in this instance it is likely to be followed in others. These unions argue that they are "exceptions" because they received no increases during 1949. But this was a year of business recession when most workers received no increases; and if the wage ceiling is to be broken on this ground, further wage-price inflation is ahead.

The present program of the Office of Price Stabilization has therefore been the only one open to them: to try and hold wages and industrial prices in line until farm prices approach parity, then to stabilize all prices at this level. They should succeed in this effort by the middle of the summer if they can hold the wage level.

Recent announcement of dollar ceilings on beef shows that any real reduction in food prices will be passed back to the farmers. During periods when the meat packers make substantial profits, their profits are not more than 2 cents per dollar of sales, and last year they ran at the rate of from 0.6 cent to 0.7 cent per dollar. Hence, even a moderate reduction of meat prices must be accomplished by reducing the prices paid for beef cattle and thereby incurring the wrath of the farm states. It would seem better to accomplish this end indirectly by reducing demand by means of wage controls and taxes.

Meat prices are created by consumer demand which has been rising because of higher wages, more overtime, a larger workforce and consequently higher payrolls. This is the real cause of higher meat prices and unless some attack is made upon this source nothing substantial will be accomplished. It is, of course, easier to put the blame on the meat packers than on the farmers, because it is politically unpopular to blame the farmers for anything. But the real trouble remains with the monetary and fiscal policy which fails to cut down the excessive demand.

It is unfortunate, from the viewpoint of national interest, that the various special interest groups—workers, farmers, and businessmen—are playing the old game of making each other the scapegoat for inflation and criticizing the helpless stabilization agencies, when they ought to be putting their hearts and minds upon removing the excessive monetary demand. Action to control inflation must come, therefore, from strong leadership and patriotic opinion which put the national stake in a stable currency above the immediate selfish interests of any group. This is not so easily accomplished because, as history shows, there are deep-seated forces which promote inflation during a national emergency.

In time of war the nation must have output at any price. Armed forces can be obtained by conscription, but war production is obtained by the use of price incentives, and this gives producers a powerful bargaining advantage. The farmer, worker, and industrialist are in a strategic position to exact their price, whereas the teacher, white collar worker, pensioner, widow, or orphan can be ignored with impunity. At such a time, the strategically important groups (fighting men excepted) usually

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gain at the expense of others. Left to itself, this process and its consequences are not matters of justice but of economic power, and the cold blast of market forces must be tempered, if at all, by consideration of justice and national interest.

Our economy is, furthermore, producer-oriented. We think of ourselves as farmers, workers, and managers, and are organized to pursue our interest in these capacities. Few think of themselves as consumers or as debtors, and when they do, they feel frustrated because they cannot make their views effective.

EVERYONE SEEMS TO AGREE THAT THE GENERAL LEVEL OF prices should remain stable, provided that his own particular price or wage is left alone. All groups support an anti-inflation program, but they tend to combat any tampering with their own prices. In other words, the price level is not a mere abstraction but a composite of hundreds of different prices which, by their relationship to one another, determine the incomes of individuals and groups. Cotton and meat prices are costs to the consumer, but they are incomes to the farmers. Wages are costs to the firm and ultimately to the consumer, but incomes to the worker. And all groups hope to improve their position both absolutely and relative to others. During the depression, a cotton farmer who sold his cotton for 4 cents a pound thought he would be in heaven if it reached 16 cents again, but he is now protesting a ceiling of 45 cents. No system of relative prices is satisfactory to the various groups who depend upon these prices as income. No matter how long the prices may be stable, and regardless of their absolute level, all producers are always striving and hoping for higher incomes. Hence they resist every attempt to control the prices of the goods and services they sell.

Consumer buying subsided somewhat this spring, leading to the rumor that inventories of all goods were excessive. Department store sales continued at a dollar volume a little ahead of last year. The real inflationary test is, however, likely to come after July 1, and to continue thereafter when the production of defense goods gets into full swing. This should increase the national income by about 20 billion dollars without any increase, and probably a decrease, in consumer goods. Part of this increase will be saved, but most of it will be offered for consumer goods, renewing pressure on prices. The present danger is a continued inflation during the next two years unless new and drastic tax and banking measures are taken to halt this movement.

Some believe monetary measures alone to be adequate, but others (and I am among them) believe that the wage-price spiral can be prevented in a war economy only by a combination of direct and indirect controls over purchasing power, wages, profits, and prices. Direct and indirect controls may be looked upon as complementary measures, neither adequate alone, but aiding one another in the attainment of a common end. Indirect controls hold down the pressure of excessive demand, and direct controls keep wages and prices down in sectors where they might start a wage-price-income spiral.

Another source of inflation is the capital expenditure of business. The power of allocation should be used to prevent wastage and the consequent price pressures exerted by firms making goods not vital to the defense effort and to support essential consumption. Of course, this will step on the toes of some "nonessential" industries and labor employed in these industries, and hence meet with resistance. At present, the high corporate tax rates (47 percent normal taxes, and 77 percent on excess profits, with a ceiling over-all of 62 percent of net income), make it profitable for corporations to spend lavishly for maintenance and repairs. These items are deductible as operating expenses and diminish net taxable income. Many railroads are spending huge amounts in repairs and maintenance which improve their ability to carry the heavier traffic expected and, thus far, this is all to the good. But it increases the inflationary impact. Beardsley Ruml recently urged businessmen to use scarce materials and labor in this way rather than pay the excess profits tax! If this becomes a common practice, Charles E. Wilson, director of Defense Mobilization, may be obliged to safeguard essential material by using his power of allocation.

The predominance of such narrowly selfish views is another inflationary force emanating from business circles. Accelerated depreciation is also a factor causing increased demand for capital expenditure. Allocation of materials for this purpose must be carefully scrutinized for inflationary effects. We might also repeal all protective tariff schedules, at least for the emergency, to encourage the inflow of goods from abroad where idle manpower and plant capacity still exist.

SO FAR AS DIRECT CONTROLS ARE CONCERNED, WE ARE TOLD that general dollars and cents ceilings will go into effect early this summer. Meanwhile, relative prices need to be adjusted and official ceilings established. That this all takes time was demonstrated in World War II. The general freeze was announced in March, 1942, but up to June, 1943, it had not been translated into dollars and cents ceilings. Violations were widespread in the early period but diminished thereafter. Unless there is widespread voluntary cooperation, enforcement of price ceilings requires a large staff of investigators and inspectors. It has been estimated that the job calls for about 10,000 enforcement officers, though OPA never had more than 3,000. If price ceilings are to be held without a great army of enforcers, they must be accompanied by monetary and fiscal policies which will tend to keep prices down.

Scarcely anyone is willing to advocate the taxes necessary to check inflation, because these would have to react far into the lower income brackets. Federal taxes, to be effective in stopping inflation, must reduce consumption—fewer television and radio sets, fewer "stream lined kitchens," new cars, broadloom carpets, picture windows, and so on. They must affect those who spend the bulk of their income. Consumption taxes would do this effectively, but they are opposed on the grounds of inequity. While inflation control is one objective of current tax policy, it is not the only objective and, in any event, it need not supplant equity. The progressive income tax should be used to the limit of its economic and political possibilities in order to allocate the burden of defense costs justly among the various income groups.

After this has been done, it will be necessary to levy consumption taxes to raise revenue and prevent inflation. I have shown elsewhere how consumption taxes can be made progressive by making allowances for size of

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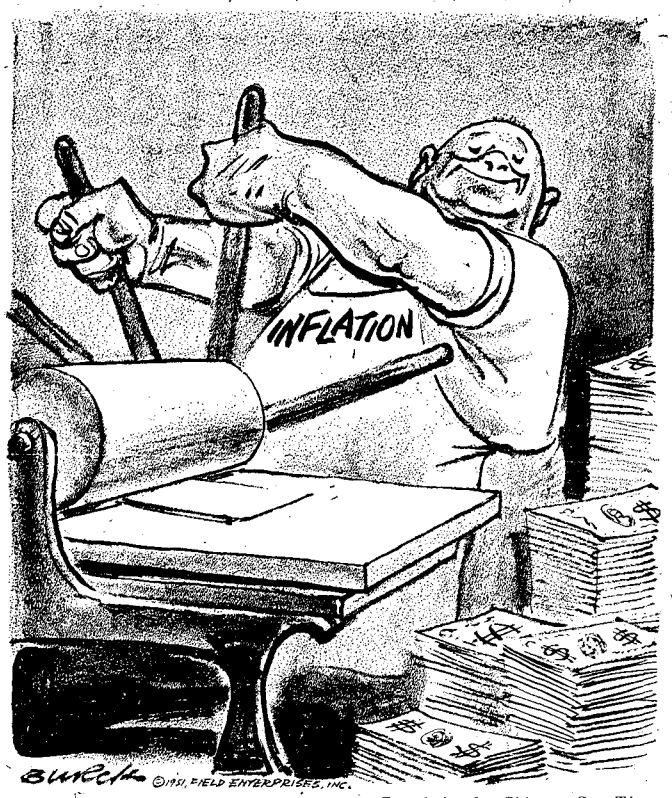
family and income, thus removing the objection of inequity while retaining production incentives and penalizing excessive consumption. This tax would not be levied on savings, thus permitting the lower income groups to increase savings and pay debts. Such a proposal, however, would encounter the opposition of labor to *any* form of consumption taxes. In this connection, it is well to remember that inflation is in reality a sales tax levied for the benefit of private profit, whereas a properly levied progressive consumption tax prevents inflation and at the same time provides revenues for the government.

Professor Sumner Slichter of Harvard believes it unlikely that the budget can be balanced or that consumption taxes can restrain inflation. He, therefore, places reliance upon augmenting savings. As an inducement to the worker to save and to buy government bonds, he proposes an escalator clause for savings bonds to be sold to the public in limited quantities. The purchaser would be protected against depreciation of the value of his money and therefore be under no compulsion to buy goods, land, or securities as an inflationary hedge. Such a bond, Professor Slichter argues, would induce a larger volume of saving, which he considers the principal means of preventing inflation. This proposal could not be made general without destroying the credit system. In limited quantities and restricted to small buyers, these bonds might, however, be of some help under present circumstances. But I am among those who hold that the main deterrent to excessive consumption expenditure must be found in heavy progressive consumption taxes levied in connection with progressive income taxes. Otherwise the bulk of the higher incomes will find its way into the market for goods, whatever kind of bond is offered by the federal government.



Burck in the Chicago Sun-Times

THE COUNTERFEITER

It used to be a commonplace that during inflation wages lag behind prices. This probably will remain true of a large section of the economy, but in the organized groups with aggressive leadership, wages may keep pace with prices. This is due not only to the constant reopening of contracts after prices rise, but to the escalator clauses which link wages with the Bureau of Labor's Cost-of-Living Index. Thus, a rise in prices automatically results in a rise in wages after the elapse of a few months. These clauses make labor less concerned than it might otherwise be with the mounting cost of living. Indeed, in the short run, the sections of labor protected by these clauses may even benefit from inflation because the additional income received from wage increases will be more than sufficient to offset increased living costs. Thus, a worker spending 70 cents out of every dollar of wages for cost-of-living items will find that, if the cost of living rises to 77 cents, his wages will rise to $1.10, leaving him with a net gain of 3 cents in every dollar from inflation. If he is in debt, the value of his property rises while his dollar debt remains constant, making it easier to pay off his obligation. In spite of this doubtful short-run advantage, labor leaders are keenly aware of the danger of inflation, although they, like others, are seeking to protect themselves and their associates, and to gain whatever advantage they can. On the whole, both organized labor and the farmer are less interested today in preventing inflation than they might have been in the past when they were unprotected by escalator clauses and floors under prices and unemployment.

PALO ALTO PUBLIC LIBRARY READING ROOM

The main function of wage control is to prevent the wage-price spiral. In time of peace, this spiral is controlled by limitation of the quantity of money and by refusal of consumers to buy if prices soar unreasonably. Under threat of war, however, when the government must buy at any price, there is nothing to hold wage demands in check in a free economy. Since suspension of production is impossible, strikes must be prevented by acceding to labor's demands. The increased wages become increased costs of production which must be recouped in higher prices; and the higher wages become higher income which in turn sustain the demand for a limited quantity of goods at higher prices. Hence, control of wages and prices is necessary whenever demand is unlimited. The wage freeze probably will be amended in many individual cases, as it was during the war, but if it is enforced, still it will be effective in combatting the wage-price spiral. But here again consumption taxes would help keep down excessive demand.

This survey of the forces at work shows that government must be able to control the various beneficiaries of inflation. If these interests prove more powerful than the interests of consumers, debtors, pensioners, and all those whose standard of living depends upon a sound currency, then inflation will not be stopped. Today, we know how to prevent further depreciation of our money; the only question is whether we have the patriotism, good will, and fortitude to put the national interest above that of any particular individual or group. This will be shown not only in the field of direct control, but also in the kind and amount of tax levies and in the effectiveness of credit control. It would be unfortunate if the professional pleaders for special interests should prevail over the common good.

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GEOGRAPHY to GEOTECHNICS . . . Conclusion

VII. Toward Global Law

BENTON MACKAYE

THERE IS ONE FIELD OF ACTIVITY WHICH SEEMS TO BRIDGE the gap between the essentially *physical job of land-use* on the one hand and the *political job of law-making* on the other. Like a river, this is a movement or flowage from source to mouth; but it is a movement not of water but of commodity. It is a flow of food and fabric and fuel, of lumber and ore, from their sources in field and forest and mine to the mouths and backs and buildings of their ultimate consumers on town or city street.

Like the worldwide cycle of waters via stream, sea, and cloud, it is a world cycle of raw and finished goods via stream, sea, and land (now, also, through the clouds). This flow of things, like that of waters, has its gateways and bottlenecks and cockeyed artificial barriers; its high levels and low levels. It has the need, in common with all flowage, of some controlling hand, itself controlled or governed by the sentient folk affected.

Here perhaps is the most potent species of flowage, combining nature's ways with man's, the missing link between physics and politics. Its name is *commerce*.

It was this link between physical fact and political fabric which the Supreme Court of the United States long since ferreted out in a string of decisions beginning with the Hudson in 1824. As we have seen, each decision was based on the commerce clause of the U. S. Constitution which in 1787 had proclaimed its original objective (freedom of commodity flow). (See V, "Washington and the Watershed," *The Survey* for April.)

Thereby not only was the river itself freed from competing legal barriers but also the stuff borne on the river. Indeed, in these cases, it was the *stuff* that freed the rivers. A river big enough to be a natural highway of commerce must be kept navigable to carry it—by means of a steady flow from its sources throughout the watershed—state lines notwithstanding. The authority of the United States was made supreme over river flow—and over anything else affecting commerce flow. "That authority is as broad as the needs of commerce." (New River Case, 1940.)

Recall the words of Daniel Webster in arguing the Hudson River case, 1824 (Gibbons *vs.* Ogden): "Henceforth the commerce of the United States was to be a *unit*," a system "complete, entire, and uniform." Henceforth the continent's commodity flow was free to flow in all directions, on *land* as well as *water*. The movement of commodity and commerce in its essence is a world unto itself—a "unit" all its own. Like the river, it flows from source to mouth; like the full cycle of waters, it flows back from mouth to source. The essence of commerce is exchange. Imports must equal exports or the cycle runs down; and this in terms of stuff, not specie. "Old Jim" Hill, the railway king, put it in three words: "Carry no empties."

THE CYCLE OF COMMERCE

WE PERCEIVE, THEREFORE, ONE GREAT DIFFERENCE BETWEEN the cycle of waters and the cycle of commerce. The first will make its round regardless of the acts of man; man may impede and divert this round to his own undoing, but he can no more stop it than he can stop the turn of the earth around its orbit. The cycle of waters is simon-pure physical. The cycle of commerce is physical plus political; it is a movement subject to nature's law and to man's law also. The latter may defy the former; and does so to man's sorrow. Any form of waste is part of this defiance. Man's special responsibility, then, in keeping the cycle going, is to *minimize the waste*.

There are two main forms of waste. One is material—the failure to return waste products back to the land to fertilize it (already considered by us). The other is functional—the failure to reduce waste motion (the subject now at hand). One is a waste of *matter*, the other of *energy*.

The kind of commerce talked of in these pages is

The Series

In half a dozen earlier installments, this pioneer American forester has blazed three trails leading toward world order, and staked out ways whereby mankind need not forever buck the codes of God and nature.

EACH ROUTE SPANS COMMON GROUND:

1. **Primeval wilderness, birthplace of the human species;**
2. **Rural fields and woods; pantry and woodshed of the species;**
3. **The river; controller of "pantry and woodshed."**

EACH WAY STIRS COMMON INTERESTS:

1. **Love of primeval nature for what it *is* to us;**
2. **Concern for rural nature for what it *has* for us;**
3. **Emulation of nature's laws, such as the eternal cycle of waters.**

All these are approaches to a common goal—namely, a "more habitable globe"—or, as Mr. MacKaye puts it, "the ball to keep our eye on."

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concerned with this latter waste. It is the commerce of commodity, not coin; of exchanging, not bargaining; it consists of the vast yet elementary process of charting stuff from countries having surpluses thereof to countries having deficits, and of keeping at it till we come out about even, carrying "no empties."

This is a far cry from modern orthodox economics. It is not the kind of economics that digs gold from the ground in one place so as to bury it in another; nor the kind that plows corn under so as to get more "bucks"; it is the kind aimed not to open up markets but to fill needs. It is economics of Sir John Orr's brand—in pioneering the Food and Agricultural Organization of the United Nations—namely, a "complete about-face" from the orthodox variety; it is the brand which would "provide food—not . . . to be sold, but . . . to be eaten"; the brand that we practiced in the late war when "we pooled not only production facilities and shipping, but raw materials and food"; it is the brand based on "the principle of common action" which led to the establishment of FAO. (See "Based on Human Needs," by Florence Reynolds, FOOD number of *Survey Graphic*, March 1948.)

Commerce, roughly speaking, is only part of economics; viewed thus, it consists in distribution (transportation, and the like) as distinct from production (farming, manufacturing, and so on). Commerce, too, is only part of geotechnics; as such it calls for charting commodity flow; calls for the realistic or physical approach of the FAO as against the artificial or financial approach of orthodox business.

Commerce as geotechnics can be boiled down and visualized on the map—as I learned to my satisfaction in attempting a sort of thumbnail chart of the world wheat crop. Using the best available statistics, on one little blue map of the world, I placed 100 *solid* circles, each in the center of a locality *producing* one percent of the world wheat crop. On another map, I placed 100 *open* circles, each in the center of a locality *consuming* approximately one percent. Then on a series of three maps I linked producing centers with consuming centers in ways which conceivably might cancel out the surpluses of wheat in some countries and fill the deficits in others.

At length all the producing circles were emptied and the consuming circles filled. There was no cross-hauling, no shipping of wheat from Podunk to Minneapolis and back again.

My plan applied to one commodity only—wheat. Of course, this grain would have to be paid for, and in terms of things, not money; real imports and real exports must finally balance. In any world planning, all main commodities would have to be comprehended, not in sign but in substance, before the Jim Hill doctrine of "no empties" could come to pass via minimum mileage (that is, minimum waste of labor and energy).

I recall a weekend at Hudson Guild Farm in New Jersey attended by a number of Europeans participating in the sessions in New York of the International Institute of Regional Planners. That was in 1925. We had a square dance on Saturday night and I can see now, in mind's eye, Sir Raymond Unwin, with coat off and vest on, prancing to the tones of the bull fiddle. On Sunday we all took a walk, and I can hear, in mind's ear, "Uncle Ebenezer" (Howard) roaring jocosely how to plan our little valley. . . . Our guests were not limited to British experts. The point of this story concerns two solemn Hollanders. I showed them my blueprints. They looked and pondered deeply, expressing their interest in newly acquired English. At length one asked: "How long this take you?"

"Oh, a few evenings last month."

"A month!" he cried, "mein Gott, I'd say a *year!*" Well, it might be worth a year, if only to enlist interest in this criss-cross puzzle of world trade.

In truth my little exercise was but a footnote to geotechnical research. While the statesman declaims in public hall, the geotechnist is out in the field or figuring in his den. Such seems to be the case today within special (auxiliary) agencies of the United Nations.

With respect to commerce we may ask: "Will the United Nations in our lifetime emulate the United States in Washington's?" We can point to Chief Justice Marshall's words: "The power over commerce was one of the primary objects for which the people of America adopted their government." Will some future "Marshall" some day say: "The power over commerce was one of the primary means by which the peoples of the world developed world government"?

At all events the cycle of commerce, no less than the cycle of waters and ecological balance on land, has a role to play in achieving order on earth. The charting of commerce offers one more flank route, whereby the geotechnist may complement the statesman in concerted efforts to make and maintain the earth as a habitable globe.

THE WORLD'S GATEWAYS

TAKEN IN THE ABSTRACT, SUCH CHARTING OF COMMERCE presents a fairly simple picture puzzle: how *in general* to feed the world—the word "feed" being stretched to include the filling of other human wants—whether soup, shirt, or shelter.

Imagine a huge square set up on an office wall, a school blackboard, or a barn door. Listed on its left are the natural resources (soils, forests, ores, fuels, power). Listed on its right are the human wants (food, clothing, structures, tools, energies).

Across the square we see the lines of commodity flowage—leading from natural resources to finished products like a great web. Take one line in the chart at a time. Take wheat, which flows from soil, to reaper, to grist mill, continuing in the form of flour to bakery and kitchen. Cotton flows from field via cotton gin and textile mill to garment center and clothing store. Wood (as logs) flows from forest to sawmill; thence onward as beams and boards to factory and lumber yard, and as pulp to papermill and the newspaper press room. Iron (as ore from mine) flows via blast furnace to steel mill and fabricating plant. . . . Meanwhile wooden chairs with steel nails turn up at furniture store and front porch. . . . Wholesalers and jobbers play their parts as way stations. And so forth—with a thousand other lines of flow that constitute the "blood system" known as industry.

Taken in the concrete, the puzzle becomes more puzzling: how to feed and clothe and house the world *on the map* of the world? Commodities flow, as in the chart, from natural resource to consumer. But every line of flow must have essentially a double track. Impossible! No, it can be done. Of course it *is* being done; else we would not be alive. Such is the modern problem of com-

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modity flow, forth and back—boiled down to its raw, physical aspects.

Now add political aspects. Hamstring your lines of flow by man-made dams and tariff hurdles. Stretch artificial boundaries across the routes. These things we tolerate around the world like so many barbed-wire fences. They show up worst potentially at the world's bottlenecks, such as the famed big four—named Panama, Dardanelles, Suez, Singapore.

These great gateways for seaborne commodity flowage have interest innately common to all men. Yet they symbolize national *vs.* universal control—by the USA at Panama; by Turkey (partially) at the Dardanelles; by Britain at Suez and Singapore. Here are three sovereign "states," each assuming "among the powers of the earth" a "separate" but unequal "station." Each claims the right, within its "own" gateway, to regulate commerce originating or destined elsewhere.

Compare them with the new North American states under the Articles of Confederation and before the U. S. Constitution. As we have seen, Maryland claimed control of commerce on the Potomac River—the boundary between herself and Virginia. To George Washington, as a Federalist no less than a Virginian, this seemed a natural right belonging to the states as a whole. Failing to achieve his point by direct negotiation at Mt. Vernon in 1785, his efforts were successful at Philadelphia in 1787, when the framers of a Constitution for the new United States met under his chairmanship and wrote in the clause that gave to Congress the power "to regulate commerce among the several States."

Even so, New York in 1798 claimed the right to control commerce on the lower Hudson and granted a monopoly to and from New Jersey. A quarter century passed before the test came in the case of Gibbons *vs.* Ogden before the U. S. Supreme Court. Then, as we have seen, Chief Justice Marshall's decision in 1824 (with the Court behind him), placed control where it constitutionally belonged—not in Albany but in Washington.

So much for the Potomac and the Hudson, and after them the Rio Grande and the rest—under the U. S. Constitution with respect to commerce between the states.

Assume a United Nations Constitution with powers as real as those of the United States. Suppose this also embraced a commerce clause, giving to the UN power to regulate commerce among the several nations. Suppose an American named "Ogden" claimed rights in the Panama Canal under the U. S. Constitution; and that a Scotchman, "Gibbons," claimed equal rights under the UN Constitution. Then we would have another "Gibbons *vs.* Ogden" case—in name, in fact, in law. Would not once again a future "Marshall" be impelled to decide in favor of "Gibbons," and the broader sovereignty?

As with Panama, so with Suez and Singapore and the Dardanelles or any other bottlenecks which may attempt to harass or bar the free flow of trade. These gateways of the world should of course be world-controlled. I'm sure that Jefferson would have recognized this in his early vision of the Panama Canal. But such bottlenecks do not make the only squeeze plays. An invisible line of latitude across a river—if it is also a political boundary—may stop the flow, not of the river but of the commodities it carries. All such man-made lines on land or water were blown away a century ago in the USA by the gust of our commerce clause. With similar winds around the world, global commerce, like American commerce, could become, in Daniel Webster's word, a "unit."

This is neither utopia, nor even free trade. Tolls might be collected here and there to cover construction costs and upkeep, such as those on sundry bridges and roads within the USA today. What this calls for is control of a common flow by the peoples who use it in common—a "supreme law of the globe" with respect to one thing, commerce.

Such law would go far toward rendering the earth more economically habitable. It will take time to develop. Meanwhile, as my thumbnail sketch went to show, visualization of the flow of commerce as a global unit is good strategy. Washington did its like in words when he said, "Let us bind these people to us by a chain that can never be broken." His reference was to settlers on the other side of the Alleghenies. What he said applies today to people on the other side of the world. The first "chain" he visualized as a harbinger of unity was the ditch of his C. & O. Canal.

Here, then, is one more flank route toward global order and law, the visualization of the commerce cycle.

ANTARCTICA — GLOBAL DOMAIN?

To keep down to earth: How about man's common stake in the land? In an earlier installment ("Genesis and Jefferson," *The Survey,* December 1950) we explored the potent influence springing from a domain held in common which was to become the seat of five great states.

We had the benefit of appraisal by John Fiske of the significance of the Northwest Territory, this common land or "folkland," made up of the fag ends of claims reaching west, some of them to the Pacific and belonging to the more fortunate seaboard colonies. These words from Fiske's "The Critical Period of American History" bear repetition: "Without studying this creation of a national domain we cannot understand how our Federal Union came to be formed."

Is there any such domain left in our day in any part of the earth? Now, Mr. Geotechnist, keep your eye on the globe. Clearly, the only substantial unoccupied land area that you will find is the continent of Antarctica. That is nearly as large as all North America; it contains natural resources of great abundance and some say "fabulous" value. True, unlike our Northwest Territory, it has no latent fields of corn but it has untapped lodes of minerals. These could make the base for profitable employment if the Arctic continent proved capable of supporting life and labor. The habitability to start with is surely not inviting, but means for improving it may add an exciting question mark to this age of surprise.

Antarctica, if not a homeland, might prove a mighty storehouse. In any case it is being sought after. It is circular in form, resembling a pie gnawed by icy oceans at the edges. Already its map has been cut into several triangular pieces, each having its apex at the South Pole and its base subtending a segment of the outer border. These pieces of continental pie are claimed by four separate, sovereign, independent states.

As with Antarctica today, so with our Northwest Territory yesteryears. It was claimed by four separate colonies, turned states. Virginia claimed the whole of it; Massachusetts and Connecticut claimed parallel strips across

(Continued on page 285)

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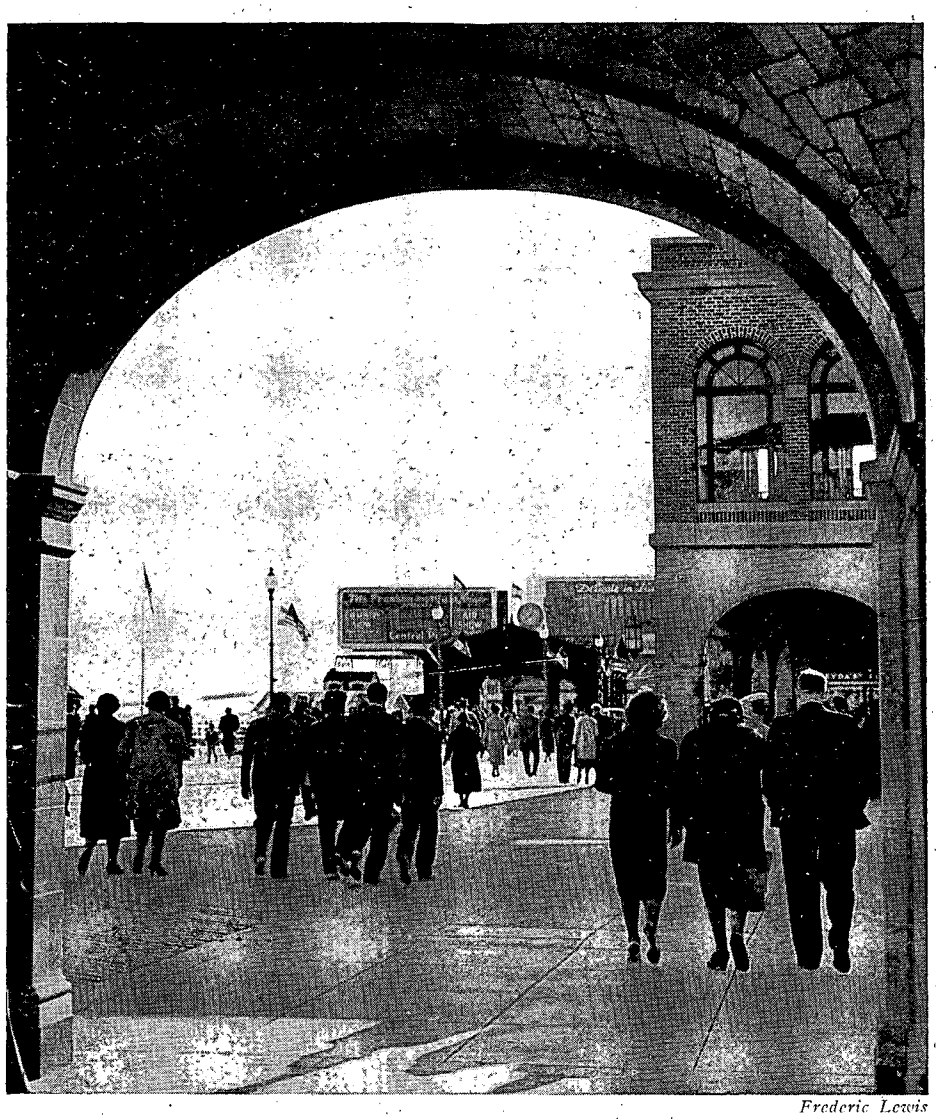
78th National Conference of Social Work



Frederic Lewis

Human Welfare—the Constant Goal

KATHRYN CLOSE

THE SEVENTY-EIGHTH ANNUAL MEETING of the National Conference of Social Work convened in Atlantic City, May 13-18 in an atmosphere peculiarly reminiscent of the Conference held in the same place just ten years ago. Again the conferees were blessed with a week of dazzling sunshine and soft ocean breezes, delightful antidotes to attacks of word weariness which gave the boardwalk an unfair advantage over the exhibit hall in competition for between-meeting attention. But again the bright sunshine only lightly concealed a dark shadow hanging over the world, the nation, and the communities from which the social workers came. Once more occasional airplanes from a nearby naval base appeared in the sky as harbingers of the hovering cloud—but this time they were jet propelled and shot by like bullets, grim reminders of ten years of technological "advance." Now, as in 1941, page after page of the Conference program contained the words "mobilization" and "defense."

Not a few of the 5,092 social workers who went to Atlantic City this year must have been struck with the feeling: "This is where I came in." But the Conference was only under way a day or two before contrasts as sharp as the comparisons between 1951 and the fateful 1941 became apparent. In 1941, excitement held sway and the tension burst into emotional controversy in meeting after meeting and out onto the boardwalk. "Interventionists" clashed with denouncers of the "imperialist European war." Picket lines, including social workers, marched in front of the headquarters hotel. Except for the discussions on techniques, nearly every meeting turned into a hot battle of words over foreign and domestic policy. Speakers on all sides drew wild applause.

In 1951, in spite of the fact that the MacArthur case had but recently sent

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the nation into an emotional frenzy, the conferees met in an atmosphere that was calm, almost to the point of apathy. The prevailing attitude was sober earnestness. Applause was polite, but rarely overwhelming. And by their choice of meetings the conferees showed that they preferred to look at social work from the long range point of view—improvement of knowledge, skills, services, and an increase of public understanding—rather than to contemplate a crisis. It was as though they had decided to "sit this one out." One of the few times they broke into any really sustained demonstration of approval was for a speaker, Stringfellow Barr of the Foundation for World Government, who by suggesting a foreign policy for avoiding war through cooperation instead of domination, refused to admit that catastrophe was inevitable.

The Search for Facts

In our own field of social welfare, to what can we point with pride? We haven't made an end to poverty and destitution; we haven't solved the problem of rehabilitation and restoring social misfits; we are still far from having achieved reasonable minimum security for the individual and the family. Nor can we be sure that the security measures we are adopting will work out as we hope. . . .

In contrast to natural scientists, we in the social science field are afflicted with too much heart and not enough head. It is news when natural scientists take an interest in human values. It is almost newsworthy when we social scientists do a coldly factual piece of research on a hot issue. Our research tends to put much too strong an emphasis on objectives, goals, purposes, and much too little emphasis on untrammeled search for facts and analyses, no matter where these may lead.

—Ewan Clague

The lack of fireworks may have had something to do with the absence of a long time associate group, the Joint Committee of Trade Unions in Social Work, a Conference organization of the Social Service Employes Union and the United Public Workers, both dropped a year ago from the CIO because of left-wing activities and hence this year excluded from the Conference by action of the executive committee. Members and friends of the two disqualified unions were, of course, on hand as individual Conference members, or representing agencies, but they made no public protest about the executive committee's move in refusing the group participation. They ignored a meeting of the CIO-blessed Community and Social Agencies Employes Union and even remained silent at the Conference business session when it was announced that a hearing set by the executive committee to give the Joint Committee a chance to be heard in regard to reinstatement for 1952, had been called off at the Joint Committee's request. Significantly or insignificantly, another group, Social Service Volunteers for Peace, with some SSEU leaders playing a prominent role, made no attempt at Conference identification and held its one meeting far down the boardwalk.

While noisy excitement failed to emerge in any part of the Conference, a strong current of determination among the assembled social workers became evident in the meetings and less formal chats in hotel lounges and on the boardwalk—a determination to uphold the principle of human dignity as basic to sound welfare programs. Alarmed at recent attacks in a number of states on social work personnel and hard-fought for public assistance policies—attacks particularly threatening to the principles of confidentiality of records and refusal to penalize a child for its parents' sins—social workers from both public and voluntary fields revealed a deep concern over what many regarded as an insidious move to use the current crisis to undermine welfare services. The Conference has never been an action group, and constitutionally cannot pass resolutions on public issues or memorialize Congress, but a number of the associate groups that met at Atlantic City just prior to or in connection with the Conference, including the American Association of Social Workers, could and did take such action, formally expressing disapproval of irresponsible inroads on welfare standards. The National Federation of Settlements came out with constructive resolutions.

Another recent event, the supression of Charlotte Towle's pamphlet "Common Human Needs" by Federal Security Administrator Oscar R. Ewing at the request of the American Medical Association (see page 253) also roused the social workers' ire and resulted in bitter denunciation in many a Conference session and in formal protests by at least three associate groups.

"SOMEONE MUST BE ON GUARD AGAINST sacrificing the American dream," Frank P. Graham, U. S. Defense Manpower Administrator, warned the social workers at the opening meeting Sunday night. And he confirmed their obvious convictions when he maintained that the defense program should be built at the expense of luxuries and not at the expense of health, welfare, or community well-being. There is a conflict, charged Administrator Graham, between Congress's concern for mobilization and its desire to cut welfare services vital to mobilization.

Joseph P. Anderson of the American Association of Social Workers was another general sessions speaker who expressed the conviction that social workers must be on their guard to protect welfare services from being broken down on a pretext. Moreover, he urged social workers to be ready to face even greater responsibilities in meeting the social problems of the immediate future. These he classified as coming in three areas: 1, the impact of defense mobilization and the resultant disruption of family and community life; 2, problems confronted interdependently with other countries—the development of backward areas, the resettlement of refugees; 3, domestic problems of long range development—the results of an increasing proportion of the aged in the population, of technological advance, of increasing industrialization.

RESEARCH AND ITS USES

In recent years the call for research has become more insistent with each Conference until this year it reached almost a clamor. One reason may have been that the new streamlined program plan included a committee on research as one of three committees on common concerns of social work to hold meetings this year. Another reason may have been the influence of the Conference's president, Ewan Clague, Commissioner of Labor Statistics, U. S. Department of Labor, a distinguished research economist. But another, which revealed itself in all parts of the Conference, was a growing awareness among social workers that if they are to convince the public of the value of their activities or find ways of improving their services they must themselves know more about what they are doing and what needs to be done. Charles E. Hendry of the University of Toronto School of Social Work expressed the sense of the Conference

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when he said that "social policy, social therapy, and social science are indivisible."

Mr. Clague, in his presidential address, emphasized the close relationship that should exist between social research and public relations. The useful researcher, he said, must not only be able to seek facts dispassionately, but to translate the significance of his findings into understandable language.

Social science itself, the Conference president declared, suffers in relation to the natural sciences because so many social researchers cannot approach their work objectively, with the result that much of what they report takes the form of special pleading. Moreover, research has suffered in the social work field because "we have been so conscious of the urgency of our services and of the needs of those we serve that we have seldom stopped to examine the consequences of what we are doing." Social workers, he charged, have not worked out a program which "dovetails with the economic system" nor developed any satisfactory criteria for determining why they succeed with one portion of their rehabilitation services and fail with another.

Mr. Clague warned that "if we do not critically examine ourselves someone from the outside will do it for us."

With a somewhat different emphasis, Philip Klein of the New York School of Social Work drew a distinction between social science research in general and social work research. The latter, he said, must always relate to the application of principles and theories. Because application is always predicated on value judgments, "we must make very clear to ourselves the basic value orientation of the service we propose to study."

Asserting that research must be related to needs rather than to technical ends, he listed among the "musts" for the future: studies of the unit costs of service; of needs and their distribution within specific social work areas; of the results of social work.

In a discussion of research in relation to training schools for delinquents, Mr. Klein urged such institutions to resist the pressure for being studied as single agencies "since this procedure tends to convert research into investigation." Any research on programs for delinquent children, he suggested, should include the whole sequence of agencies and treatments that the child may have undergone.

The advantages and disadvantages of present methods of service accounting were noted by Esther M. Moore of Community Chests and Councils of America and John B. Dawson of Philadelphia. Both called for more realistic reporting methods than those currently used in the national Social Statistics Project in which 50 communities participate. The usefulness of quantity statistics, Mrs. Moore pointed out, depends on the degree to which classification reflects the specific kinds of problems involved.

Any service accounting has limited usefulness for community research, Mr. Dawson declared, because it is concerned with "how many" and "what kind" rather than with "how good" and "for what." He charged that the Social Statistics Project has a special weakness because it is "agency oriented" instead of "community oriented."

President Ewan Clague, U.S. Commissioner of Labor Statistics and president-elect Lester B. Granger, director, National Urban League

GROUP DYNAMICS, STUDY OF HUMAN behavior in groups, object of some controversy at last year's Conference, came up for considerable discussion again this year. Ronald Lippitt of the University of Michigan discussed ways of applying the findings of such experiments to practical situations. When the practitioner is aware of common tendencies in individual group relationships he will be more sensitive and skilled in diagnosis and leadership, he said.

Fritz Redl of Wayne University, whose gift of mixing sharp observation with homely phraseology always draws a crowd, described a study of "group contagion" undertaken by himself, Mr. Lippitt and Norman Polansky. He told of the study's efforts to discover: why and when certain behavior will or will not infect a whole group; why some children seem to be able to sense in advance the acceptability of a new child to a group; why some "reformed children" will imitate unacceptable group behavior, others take it in their stride without imitation, and still others react with neurotic symptoms. This type of study is important to the practitioner, Mr. Redl pointed out, for its findings suggest: the great importance of group composition; techniques of group "psychological insulation"; what can be done to cut down on contagion factors; conditions under which adult-sponsored behavior may be effective, ineffective, or harmful; what can be done "to translate naïve contagion to an influence technique."

Two divergent views on the value and use of community surveys emerged in another meeting. R. Clyde White of Western Reserve University praised the use of an outside expert employed by a representative citizens' committee to survey the health and welfare services of a community where a crisis has arisen. Maintaining that the surveys are undertaken "to reduce inefficiency and wastefulness in organization and performance," he declared that the sponsors must be prepared to "face surgery." On the other hand, Isabel P. Kennedy of Pittsburgh questioned whether unmet needs are not as valid a reason for community study as the reduction of inefficiency, and suggested that a com-

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munity self-evaluation, with the full participation of the agencies concerned, might bring about salutary change with less shock and resistance. "This implies skill on the part of the person making the study," she said, "not only in finding the facts, but in relating himself as a helpful person to those affected by the study."

In a paper read by proxy, Rensis Likert occasioned some controversy by recommending the use of public opinion research methods in evaluating agency policy. Robert K. Taylor of Atlanta protested that because public opinion is often formed by antagonistic newspapers and is not based on facts, it cannot be trusted to reflect real needs except over a long period of time and after the facts are known.

GAINING SUPPORT

Nowhere in the Conference was the relationship of knowledge to public support for social services more vividly portrayed than in the general session where Sadie T. M. Alexander, a Philadelphia lawyer, called on social workers to use all the facts and skills available to activate a widespread sense of citizen responsibility.

"The average citizen has too often not had interpreted to him in a manner he can comprehend, his relationship to social welfare," Mrs. Alexander maintained. "This accounts for the failure of many of us to realize the position of a citizen in a democracy makes him responsible for the kind of welfare program provided for his needs and the success or failure of that program."

Mrs. Alexander protested against the "too highly organized" social welfare programs in which the willing but average citizen "whose name appears in no social register nor in any 'Who's Who'" can find no part to play but to give financial support to services he is not encouraged to understand.

"Certainly so highly skilled a profession as yours, can, if provided the resources, by scientific research find the motivating forces for group action for human welfare," she challenged.

Other speakers on the interpretation of group work, casework, and public assistance stressed the necessity of evaluation in order to have a firmer foundation on which to approach the public.

Public assistance programs are inevitably under fire in times of prosperity, said Thomas J. S. Waxter of Baltimore. He maintained that if an agency expects to impress the public with the fact that certain problems must be dealt with even in the best of times, it must have complete faith in the validity of its own program and must achieve this through a process of inventory and planning. Pointing out that the most destructive attacks on public assistance focus on aid-to-dependent-children and relief to employables, he suggested that better understanding might be reached through admission that a real problem of social adjustment exists in many families receiving such aid and through steps to assist the family not only financially but to get back to "a more normal way of life."

Lorraine Walling of Denver held that re-evaluation of public assistance programs must be carried even to the point of re-examining basic philosophy and methods, such as uniformity of treatment and unrestricted money payments. Similarly, Edith G. Ross of the Louisiana State Department of Public Welfare urged public assistance administrators to stop excusing themselves and to go to work to discover the facts about their programs. Miss Ross also pointed out that an agency's desire to impress the public with its nonjudgmental attitudes may only leave the impression of unconcern for the way children live.

Volpé

Presidential nominee for 1953: Eduard C. Lindeman

On the other hand, Raymond Hilliard of New York was less prone to put the blame for public misunderstanding on assistance policy and methods than on a general lack of acquaintance with the composition of caseloads. Citing statistics from the New York City Department of Welfare to show that the large body of assistance recipients are unable to support themselves, he insisted that the public must be forced to face these facts over and over until they become supporters and believers in the programs.

Difficulties in informing the public of the objectives of group work and the contribution of the group experience to the democratic process were defined by Mrs. William C. Treuhaft of Cleveland. She listed three needs for building up a greater understanding of this field: a recognition of the problem of interpretation faced by all group work agencies; the necessity of research to show achievements and the unit costs of this type of service; telling the public through volunteers and board members.

Casework and the public came under discussion in a paper prepared by seven Milwaukee people, including agency practitioners and board members, representatives of newspapers and radio, and a public relations specialist. The emphasis was on the necessity of getting across to the public through use of dramatic case material an understanding not only of what can be achieved through environmental manipulation but also of the process involved in helping an individual find and use his own strengths in problems of human relationships. Though research can give some answer to the community's questions about results, the Milwaukee group pointed out, these are not easy to measure where preventive services are involved. A discussion from the floor brought out several suggestions for improved casework interpretation, among them: efforts to show that casework builds on the strengths of individuals; that it serves ordinary people; that it is not magic and involves failures as well as successes.

Voluntary giving in the next few years should reach new all time highs, according to Harold J. Seymour of New York. To bring this about, he said, voluntary services must concentrate on: more education for trustees, staff, and constituency; more spiritual content; better integration of public and voluntary purpose and program on local, national, and global levels; more objective analysis and long range planning; more genuine dynamics in terms of participation, dramatization, optimism, universality, and hard work.

Fees for services were upheld by a number of speakers as opening new sources not only of financial support but also of clientele. Russell W. Leedy of

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Youngstown, Ohio, maintained that, except in public assistance, fees are valid for public as well as voluntary services, and should be based on the actual cost of service with adjustments according to ability to pay. Small fees that bear no relation to cost and are the same for everybody are a temptation for agencies to be careless about program, he asserted.

In discussing fees in a casework agency, Frances T. Levinson of New York pointed out that paying for services is part of our cultural pattern. Unless the client is permitted to pay, she said, he cannot feel that he has a right to this service. Alice Dashiell of West Chester, Pennsylvania, looked to fee charging as "a step toward establishing professional social casework and the ultimate self support of its social agency structure upon a sounder economic base."

The meetings on fees evoked considerable discussion from the floor with some questioning of the policies proposed. One questioner took issue with the "culturally based assumption that the value of service is determined by a material scale." This assumption has changed in the past in regard to education, he pointed out, and may change in the future in regard to health and welfare services. Another brought up the question of whether ability to pay in a group work agency should be based on the child's allowance or the family income.

A Layman's View

The readiness with which many of our citizens blame the public and private officials, whom they have elected and whom they can remove, for the failure of our social and economic institutions is the same attitude that has caused the average German to feel no personal guilt for the barbaric slaughter of six million people of Jewish blood. Because we, the people, are the government, we, the people, cannot relieve ourselves of responsibility for what government or our private representatives administering public or voluntary agencies do or fail to do. The test of the maturity of democracy is the extent to which the individual citizen accepts responsibility to the community voluntarily and with a moral sense of duty. . . .

Social workers have an intimate knowledge of human nature and a highly developed skill in gaining the confidence of individuals. You have an appreciation of the interdependence of communities and nations, of problems and people. We laymen, therefore, look to you, in collaboration with sociologists, psychologists, statisticians, and anthropologists to develop methods of activating man's sense of moral responsibility to society. . . .

We know that man exists in his fullest sense in fellowship. He does not thrive by isolation. If we are to harness this natural tendency for group association into productive community service, the social worker and scientist must, together, find the formula for motivating the human urge to be together into productivity for social well-being.

Sadie T. M. Alexander

SKILLS AND EDUCATION

Skills and methods for helping people, individually or in groups, once again occupied the great portion of Conference attention, judging not only from the number of meetings concerned with the processes of casework and group work but from the large attendance they drew. The influence of psychiatry as social work's "father figure" was still very much in evidence though it seemed to be running into some competition with cultural anthropology. However, the difference between "functionalists" and "diagnostics" took a back seat this year while some voices were heard urging the recognition of the contributions of each theory in advancing the profession. "It would seem obvious at this stage in the growth of our profession that we have advanced beyond the point of worshipping either of these golden calves," said M. J. Rockmore of the New York Psychoanalytic Institute.

Two points of difference that did occupy considerable attention were whether and to what degree a caseworker practices psychotherapy and how generalized or specialized—"generic or specific"—his professional education should be.

Mr. Rockmore also had something to say on these subjects. "Before we succumb to the siren song of 'the need for therapists'" he warned, "it would be well to familiarize ourselves with the developing curricula in adult and child analysis of the accredited institutes of the American Psychoanalytic Association and equate them with our graduate social work training."

In regard to education, he said that as long as social workers transfer from one setting to another the didactic emphasis must be on the generic concept.

Speaking of the psychiatrist's role in a casework agency, Dr. Exie E. Welsch of New York also stressed the necessity of differentiating between psychotherapy and casework, with the main responsibility for diagnosis and therapy resting with the psychiatrist. Ralph Ormsby of Philadelphia, on the other hand, maintained that psychiatric consultations should be used by an agency for helping the caseworker understand individual clients and determine treatment methods and goals and for teaching psychological concepts and dynamics to the staff.

Leon Lucas, president of the American Association of Psychiatric Social Workers, pointed to the different emphases in casework practice in a psychiatric setting and in a casework setting with psychiatric consultation, and questioned whether they involve the same educational and practitioner problems. Referring to "the increasing emphasis on the generic content for all students," he maintained that the psychiatric clinical orientation could not be attained "didactically and by observation alone."

The findings of a committee on similarities and differences between group work and group therapy were presented by Gisela Konopka of the University of Minnesota. All group work has therapeutic aspects, according to the committee, and workers in every setting must have an understanding of individual and group dynamics.

Ways in which the psychiatrist can help the leisure time agency dealing with "every day people" were outlined by Dr. Alexander Martin of New York. Group workers, he said, must supply children with the personal factors essential for growth and protect them from the extremes which lead to deviation. The psychiatrist, he pointed out, can help them acquire some awareness of the problems all children face and a sensitivity to their local prevalence and intensity. This will help them avoid "unwitting perpetuation" of these problems and an "inadvertent perpetuation of the child's unhealthy attempts at solution." In order to understand the children with which it works, Dr. Martin said, the agency must learn something of the interpersonal culture of its neighborhood.

The warning to social workers to be aware of the cultural factors that influence human behavior was stressed by a number of other speakers, though an anthropologist, Florence R. Kluckhohn of Harvard University, pointed out that such an awareness was not easy to attain as "human behavior mirrors at all times an intricate blend of the universal and variable."

A proper evaluation of the interplay

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between culturally influenced patterns and neurotic needs requires a full understanding of both, declared Dr. Sol W. Ginsburg of New York. He warned that unless caseworkers are aware of their clients' culture patterns, their judgments will be too greatly influenced by their own "middle class cultural backgrounds." Helen Witmer of the University of California at Los Angeles maintained that caseworkers must know more about the assumptions of middle class America if they are to recognize and respect the different values of other cultures. "If the emphasis in casework —the development of self-reliance—is an American cultural assumption, is it then suitable for export?" she asked.

Dorothy Lee of Vassar College pointed out that in many cultures dependence and responsibility are part of the same picture—the self-dependent social unit. In dealing with people of such backgrounds, she said, the social worker must realize that attempts to encourage them to act independently may lead either to failure or to irresponsibility, conflict, and family disruption.

The effects of sectarianism on social work practice were discussed in relation to both casework and group work, with the group workers showing sharp differences of opinion as to whether a return to sectarian objectives interfered with the group work process. The point at issue was the contention of Nathan E. Cohen of the New York School of Social Work, that as sectarian agencies move away from the recent trend to open their doors to all residents of the community and turn back to an emphasis on particular religious traditions, they are deserting the essential democratic nature of group work.

"Differences are important," Mr. Cohen acknowledged, "providing they are interwoven with sufficient emphasis on similarities to provide enough unity toward moving ahead toward greater fulfillment of democracy."

In a lively and at times emotional discussion, members of the audience defended a sectarian agency's accent on difference as enriching to the culture and bringing more security and a sense of belonging to those who participate in the agency's program.

Church-related casework agencies, said Henry J. Whiting of the Lutheran Welfare Society, Minneapolis, offer an opportunity for integrating the dynamics of religion into casework. Religion, he said, provides a source of faith to meet anxiety, redemption to resolve guilt, and love to deal with hostility. Katharine Griffith of Hartford, Connecticut, said that the Catholic Charities and other sectarian agencies make their real contribution in safeguarding the spiritual welfare of children.

THAT SOCIAL WORKERS ARE ACCEPTING the challenge to work for prevention of social breakdown as well as for treatment was indicated by their interest in family life education, community mental hygiene programs, and marital counseling.

Grace C. Mayberg of Minneapolis told how the workers of a family agency were meeting small discussion groups of "average parents of every segment of society," who, in sharing problems and solutions in child rearing, "are gaining confidence and enjoyment in parenthood." Parents are helped with a method of exploring problems, she said. Irving Brodsky of New York discussed ways in which techniques drawn from progressive education, group discussion, and the informal lecture could be applied to group counseling in family relationships.

The work of a marriage counseling clinic was described by Emily H. Mudd of Philadelphia as having four phases: individual counseling in marital and premarital problems, group counseling in family life education, in-service training, and research. A study of fifty marriage counseling cases in a family agency, according to Eleanor A. Moore of New Haven, showed that fourteen received help through environmental treatment, twenty-four were given psychological support, six "needed more extensive exploration" and six needed, and three received, insight treatment under psychiatric guidance.

The role of psychiatric social workers in mental health education was outlined by Dorothea Dolan of Chicago, who urged that they develop more conscious awareness of their educational role, and participate in planning programs directed toward large community groups.

The recently released report of the study of social work education conducted by the U. S. Office of Education was the focus of much Conference attention. Harriett M. Bartlett, chairman of the National Council on Social Work Education explained that while the report recommends the development of a pre-professional curriculum, a better balanced professional curriculum content, and doctoral programs, it leaves to the profession the technical decision of curriculum building. Its major recommendation, she pointed out, is that the social work profession undertake immediately a comprehensive study of social work practice in order to find out what the needs in social work education are.

Helen Wright of the University of Chicago agreed that present curricula were unbalanced in favor of casework but disagreed with the report's suggestion of "infiltrating casework concepts into other subjects." The report, said Dean Wright, validly brings up the question of whether field work is related almost exclusively to the casework curriclum, but does not suggest ways of finding other field work placements.

THE PEOPLE INVOLVED

Children, youth, unmarried mothers, migrants, displaced persons, the aged, the chronically ill, the disabled—these were the people for whom the social workers exhibited concern.

In regard to children, two obligations were particularly recognized—the importance of reaching *all* children needing services, and the necessity of providing constructive services to families receiving financial aid.

"The current outcry against the abuses of ADC are a direct result of public assistance's failure to provide services," charged Ernest F. Witte of Seattle. Similarly Amelia M. Igel of New York, presenting a paper prepared jointly with Crystal M. Potter, maintained that "no community or public agency can afford to provide financial or social adrenalin to keep the child and his family alive without also attempting to treat the disease." But she pointed out that the provision of services to families in which the parents are "in conflict, dissatisfied, unhappy, and deprived" is made difficult by lack of a clearly defined policy as to how much responsibility a public agency worker can and should assume.

Another who emphasized that public assistance programs affecting children cannot be isolated from child welfare services was Doris Bender of Mobile, Alabama. She asked: "How many closed ADC cases appear again as children in need of boarding or foster care?"

Martha Branscombe of Chicago maintained that the public agencies should see that social services for children are available throughout every state and territory by providing direct services where none are now available. She up-

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held the practice of public purchase of individual care, but decried the use of public subsidies as "contrary to democratic principles" and a jeopardy to the freedom of private social agencies.

Photos from . . .

Miss Branscombe's view was contested by the Rt. Rev. Msgr. John J. Butler of St. Louis, who suggested that the state's obligation to guarantee protection to every child implied a "moral obligation" to support voluntary agencies. An enormous expansion of public child welfare agencies, he predicted, would result in "the complete control by government over all individual and family life."

Increased financial resources for both public and voluntary programs have become urgent because of the great increase in the number of children in the population, maintained Katharine F. Lenroot, chief of the U. S. Children's Bureau, in outlining some of the findings of the Midcentury White House Conference on Children and Youth. Only about one fifth of the counties in the United States have public child welfare services, she said, while voluntary services are much more readily available in urban than in rural areas.

In pleading for greater effort to bridge the gaps in child welfare services, Albert Deutsch of Washington, D. C., charged that "a greater degree of culpability attaches to those with knowledge and means at hand to do the right and who neglect to do the right, than to barbarians who expose their children." He maintained, however, that services can do little for the children of the nation if we transmit to them the current "epidemic of hysteria" and fear of nonconformity.

WAYS OF SERVING CURRENTLY UNreached children through rural programs, through the schools, through extramural agency services were described by a number of speakers.

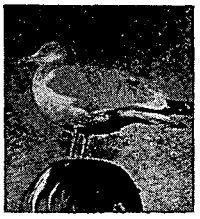
Casework in rural areas was defined by Mary B. Calvert of the University of South Carolina as an integral part of the public welfare program, especially applicable to ADC caseloads. She called for a closer relationship than now exists between public assistance workers and child welfare workers.

Group work services to teen-agers are necessary in rural areas to combat the sense of isolation, said Robert Class of Hartford, Connecticut. But he maintained they must be based on an awareness of the special problems of rural youth rather than on the "pronounced urban cultural values" that have resulted from their origin. Nancy Jaggard of the Colorado State Department of Public Welfare, in a paper read by proxy, told of how a group work consultant in a state division of child welfare has promoted club programs among rural boys and girls.

The provision of a casework service within a school system was described by Robert H. Black of Hartford, Connecticut; and Josephine Parker of Wayne, Pennsylvania, told how the social workers of a family agency were helping school teachers with interviewing methods for use in conferences with parents.

Several references were made to use of homemakers to keep families together when placement might otherwise be necessary. The agency, said Margaret Fitzsimmons of Minneapolis, must help the homemaker "learn about the emotional needs of children, their problems during their mother's absence, and their adjustment to the homemaker."

Mary E. Lewis of the Kentucky Department of Economic Security chided social workers for not making sufficient effort to see that a home is found for every child separated from his parents for any length of time. "The only answer to long time temporary care," said she, "is to do away with it."



. . . Frederic Lewis

Discussions of adoption brought out a number of divergent views on when a child should be adopted and to whom he should be given. Mary Elizabeth Fairweather of Cleveland presented the viewpoint of the agency which makes permanent placements in early infancy to avoid changes disruptive to the child's emotional development. Lorene Putsch of Philadelphia advocated delaying placement for at least three months to give an opportunity for psychological and other tests. Frieda Kuhlmann of Newark, New Jersey, praised the use of Rorschach tests in the selection of adoptive parents, while Dorothy Hutchinson of the New York School of Social Work spoke for casework as a preferable method. Miss Hutchinson also objected to the setting of an arbitrary age limit. Dr. Edmond J. Farris of Philadelphia questioned the use of sterility as a criteria in selection as irrelevant.

Interpretation of adoption practices, said Victor Weingarten of the Child Welfare League of America, must concentrate on getting across to the public the fact that while 1,000,000 couples seek to adopt children each year only 75,000 babies are eligible.

Services to unmarried mothers require a network of community agencies, said Amelia Igel, who warned that the stereotype of a "typical" unmarried mother is apt to confuse community planning. Dorothy Hutchinson described the use of foster homes as a "corrected" living experience for young unmarried mothers. Such placements can be successful, she said, if the supervising agency has selected the foster mother on the basis of her emotional capacities.

JUVENILE DELINQUENTS WERE, AS USUAL, the subject of much serious discussion. "We prevent crime most effectively by learning when and how to prevent individual offenders!" exclaimed Edwin J. Lukas of the American Jewish Committee, thereby expressing the prevailing opinion among the social workers.

Pointing out that both predisposing and precipitating factors seem to operate

Conference Quotes

• A chicken in every pot, and a caseworker in everyone's life, may be one's values: if anyone wished to make these desiderata the goals of an agency, why this is a free country.—PHILIP KLEIN

• The chief blight of many a lay board is inherited responsibility. . . . Those mid-Victorian what-nots in your corner cupboard may evoke admiration and add charm to your dining room but they don't help get the dinner.—HAROLD J. SEYMOUR

• It is possible in this world to be over thirty-five and over forty and be normal.—DOROTHY HUTCHINSON

• The question is not whether the atomic bomb is here to stay; the question is, are we?—JOSEPH P. ANDERSON

• Some statistics include a unit of casework service every time a caseworker cerebrates.—ESTHER MOORE

• There is both the necessity and the obligation to prove that casework is an effective tool. . . . It is time that caseworkers started writing for the general public as well as for themselves.—EWAN CLAGUE

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simultaneously in the commission of every crime, Mr. Lukas maintained that prevention must involve concerted community action to devise corrective measures on the social level and provide therapeutic services on the psychological level.

Mr. Lukas saw a ray of hope in the new interest in mental hygiene in the schools. This, he predicted, will one day rise to the dignity of a necessity and will include periodic psychological and psychiatric examination of each child and appropriate referral to diagnostic, therapeutic, and casework services.

In describing a project of work with teen-age conflict gangs, Estelle Alston of Los Angeles asserted that while the social worker must establish enough of a relationship with a group so that the members will accept his help with activities, he must also place limitations on its behavior. "Teen-agers want limitations," Miss Alston maintained. "They have a lot of respect for the adult who is not shocked by their behavior, but who will not contribute to their delinquency."

Similarly, Norman V. Lourie of the Hawthorne-Cedar Knolls School, New York, asserted that caseworkers in institutions must face their conflict about authority if they are to be of maximum service to delinquent children. Said he: "A framework of authority, if it is nonpunitive and non-retaliatory, is really an expression of adult concern for children and can be used as a treatment aid."

If punishment lasts beyond the time of a child's sense of guilt or psychological awareness, it only adds to his aggression, said Fritz Redl in speaking of discipline in a training school. Discipline must be based not only on a knowledge of "what kids are like," but of which techniques will work with which one. Charles Leonard of the Illinois Training School declared that an institution's philosophy of treatment will be no stronger than its weakest staff member. Improvement depends largely on community education, he said, for most employes come to the institution with preconceived ideas gained in the community.

Mr. and Mrs. Frank J. Bruno

Albert Deutsch, in defending his book, "Our Rejected Children," from a battery of critics, explained that he had purposely accented the faults of today's training schools because he felt: "The good was what one had the right to expect in institutions for child care in a rich and civilized community. The bad was inexcusable. The very bad intolerable." Mr. Deutsch named ten "deadly sins" of present-day institutional treatment: excessive regimentation, demoralizing monotony, mass treatment, political partisan influence, public penury, physical and spiritual isolation, complacency, excess of physical and mental punishment, the use of "neologistic phrases" that disguise hideous actualities, enforced idleness.

THE NEW PROVISIONS OF THE SOCIAL Security Act were considered in regard to their effects on children, the aged, the disabled, and other people in need. Eveline M. Burns of the New York School of Social Work pointed out that while the 1950 amendments "advanced us a long way toward solution of the problem of insecurity for the aged and for survivors," the same could not be said for the two other major risks to family security: unemployment and disability. Unevenness in unemployment coverage and benefits, she laid to the lack of a federal system and of contributions by workers, while she called the new disability assistance program a "miserable substitute" for a system of disability insurance. Suggesting the need also for some kind of provision for medical care and children's allowances, Mrs. Burns called on social workers to provide the facts for the public as to the potentialities and costs, both financial and social, of every new social invention.

Public welfare programs, said John C. Kidneigh of the University of Minnesota, still need improvement through the following steps: the inclusion of general assistance among the federal grant-in-aid categories; the elimination of set maximums for benefits; the adoption of a formula recognizing the varying economic resources of the states and localities within the states; a federal share in payments for medical care; the provision of social services not necessarily connected with economic need as a primary public welfare function; substantial provision for the training of professional personnel; expansion and strengthening of child welfare services; a continuous program of research.

Effects of the liberalization of Old Age and Survivors Insurance on public welfare programs were noted by Jeanne Jewett of the Oregon Public Welfare Commission. She pointed out that in six months in Oregon the program had brought about sufficient reduction in assistance costs to make it possible to raise food and rent standards for all assistance programs. A by-product, however, has been a sharpened awareness of the need to clarify guardianship problems for children in foster care many of whom receive survivors' benefits.

"It is hoped that the capacities as well as the incapacities of the disability program will be stressed," said William L. Painter of the Virginia Department of Welfare and Institutions in speaking of the new federally aided public assistance category. He asserted that one third of the cases transferred to this category from general relief in Virginia constitute good prospects for at least partial rehabilitation "if provided intensive therapy and appropriate retraining." On the other hand, Edith Ross of Louisiana maintained that vocational rehabilitation of the "permanently and totally disabled" is less hopeful than for other groups, but added that much good could be done with more funds and staff.

"OLD AGE IS THE PERFECT FIELD FOR community organization," said Lucia J. Bing of Cleveland. She told of the well rounded programs for meeting the needs of older persons developed in that city through citizen leadership and public and voluntary cooperation. Joseph Zarefsky of Houston described ways in which a citizen's committee undertook a study of local needs and resources for the aged and found that: commercial nursing homes were the community's major institutional resource; services other than physical care were lacking for most of the aged; approximately 20 percent of the OAA recipients were living under unsatisfactory conditions.

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Private institutions and agencies serving the aged need to survey their staff and program to see whether they are keeping pace with the changing needs of their clientele and maintaining an effective partnership with the public services, said William T. Kirk of New York. He recommended that they concentrate their attention on the provision of specialized services — employment, housing, care of the chronically ill, recreation, vacations. Homes for the aged, said Mr. Kirk, must abandon the flat fee on admission in favor of a monthly charge within the OASI beneficiary's income range and should consider the provision of good infirmary facilities and general nursing supervision.

Dr. Karl P. Meister of the Board of Hospitals and Homes of the Methodist Church spoke of the dire need of developing standards of shelter care and told of the work in this direction of the National Social Welfare Assembly's National Committee on the Aging. Frances Preston of Cleveland described the use of homemaker services to help infirm old people remain in their own homes.

The ability to hold a job and continue a productive function in the community is the most basic problem of older people, asserted John J. McConnell of Cornell University. The number of older persons in the labor force is increasing, he said, but opportunities are narrowing for the person who loses his job after 40 or 45 and must seek new employment. However, he pointed out, most companies tend to keep persons who have grown old in their employ unless they are undergoing technical change to which the older worker is slow at adapting—as are most major industries today.

Modern public assistance techniques, said Elmer V. Andrews of the New Jersey Department of Institutions and Agencies, preclude the subjection of needy aged persons to humiliating treatment, arbitrary decisions and inequitable allowances.

PLANNING TOGETHER

Cooperation—among the fields of service, among the various disciplines, between government and voluntary efforts, the various levels of government, among the nations of the world—was heavily underscored at the Conference as necessary to any real achievement. That cooperative action is already well underway was indicated by a number of projects described: of group work and casework agencies offering joint services to a neighborhood; of referral agreements between casework agencies and the public schools; of teams of psychiatrists, social workers, and nurses holding case conferences together; of experiments to broaden the base of community planning to include clients as well as other representatives of the community; of moves to bring American social workers and social workers of other nations closer together through the United Nations and the International Conference of Social Work.

More and more the caseworkers' concept of working *with* and not *for* the person needing help seemed to hold significance for all efforts. It reached its broadest implications at the final session when Stringfellow Barr made the grim prediction that all the United States projects to help people of poverty stricken countries would be doomed to failure unless this country exhibited a willingness to work *with* and not *for* the other nations of the world.

The strings attached to the India wheat bill by the Senate that Conference week gave Mr. Barr a vivid illustration of the dominating international approach he deplored. But another Conference speaker, Evelyn W. Hersey, social welfare attaché of the United States Embassy in India, was personal proof that this country also adopts the work *with* approach. With her comprehensive description of social problems and social services in India she was carrying out the part of her assignment which is to interpret India to America.

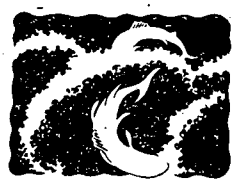
Charles Hendry suggested the use of the term "responsible participation" instead of democracy to emphasize the essence of both political and economic democracy—the basic ingredient for effective world reconstruction. But it was the essence, too, of what many of those who were advocating more effective planning on the community level were talking about. Violet M. Sieder of the Community Chests and Councils expressed this when she recommended the integration of neighborhood and district councils with citywide planning bodies to afford a "two-way street" between welfare services and those being served. Such councils, she pointed out, gave the people in neighborhoods opportunity to work for the things they need: better housing, the use of school buildings as community centers, tuberculosis case finding, health institutes, improved race relations, arrangements for family life education and counseling service, day care centers or playgrounds, improved police protection, garbage disposal, and other city services.

"Intelligent action is the keynote of citizen effectiveness and the goals of social work are those for which all citizens of good will should strive," said Mrs. Victor H. Shaw of Fairmont, West Virginia. "Social workers," said this lay leader, "must make common cause with the community, for social progress can move no faster than the understanding, philosophy, and motives of all the people."

To these social workers at Atlantic City, the community meant not only the place back home, but the entire world. They talked of the International Conference of Social Work in Paris last summer, of the one scheduled for India next year, and of the international exchange of social work personnel and ideas through the United Nations. There were evidences of a growing bond in the whole broad field of social work embracing all the differences that it does—the widely diverse fields of endeavor in this country alone, and the varying conceptions of the social worker's responsibility and educational needs here and abroad. And every once in a while the question would come up: "Well, just what *is* social work, anyway?"

Donald S. Howard of the University of California at Los Angeles found a common core in social work everywhere: "Social work is distinguished by a characteristic synthesis of philosophy and knowledge, attitudes and skills, whose primary purpose is to assist societies, groups, and individuals to achieve their highest potentialities."

In some places it must begin with the mere provision of necessities on a mass basis. In others it can stop to offer the long personal interviews that result in awakened insights. Sometimes it must be concerned with preparations for grim emergencies. But the world over it has one constant goal—the promotion of human welfare. That was what drew the social workers to Atlantic City in May.



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EDITH ABBOTT RECEIVES SURVEY AWARD

Citation by Ollie A. Randall, chairman, Award Committee

Edith Abbott, it is my happy privilege to present to you the Edward T. Devine Memorial Award and Plaque for 1951. This Award was established by Survey Associates in 1948 to be given annually for "imaginative and constructive contribution to social work." In carrying out my share in this impressive ceremony, I am acting under the mandate of the 1951 Award Committee, a group of social workers and citizens who are proud to name you for this distinct honor. They are, in the final analysis, merely spokesmen for that great number of social workers and civil servants whose philosophy of work and life has been deepened either directly or indirectly by your thoughtful leadership.

At the close of the first century of our country's experiment in democracy as a way of life, you were born in the Midwest, the heart of America. With this beginning and heritage it is not strange that you, your sister Grace, and those others of that small band of women whose names are forever writ on the scrolls of social work history, and of our country, by your foresight, vigorous curiosity, and questing, indomitable spirit, should undertake, early in the twentieth century, to point out to the social work profession, with a clarity in which there was something of the prophetic, the inescapable challenge of those new frontiers in human relationships then but vaguely sensed, and still to be more fully explored and charted. As social settlement resident, teacher, administrator, author, and editor, you have consistently spared no one who *should* be concerned in your efforts to effect close cooperation between social work and all branches of government concerned with people of all ages, but especially with the children of the nation. Your penetrating intelligence also brought you—and through you—others to see (as you have said) "the great importance of bringing the University to the service of the problems of social welfare" so that "humanitarian work may become more scientific" and "the work of the social scientist may be quickened and strengthened by being brought to the service of humanity." Your unswerving allegiance to this purpose, and your selfless devotion to a cause are today reflected in the improvement of public and voluntary social work, in the development of schools of social work, and in better living conditions for countless human beings.

As dean *emeritus* of the School of Social Service Administration of the University of Chicago, as former president of the National Conference of Social Work, as recipient of honorary degrees for your outstanding scholarship and work in education, it seems peculiarly fitting that to you should go this Award in memory of Edward T. Devine, another great pioneer in the movement to provide education to those who would go forth to engage in one of the most vital and most difficult of all tasks—so to help one's fellow man that all men may ultimately be helped to a fuller and richer life.

Acceptance by Edith Abbott

Madam Chairman, I shall not take time thanking you for an honor that I know is completely undeserved. It is fitting, however, that *The Survey* has chosen the Conference as the setting for presenting its annual honor to social workers. In my long Conference membership, the Conference has done a great deal for me, as it did for my sister, Grace.

I wish now to express my obligation to the two great institutions with which I have been connected over the years: Hull-House, a pioneer American social settlement, and the University of Chicago, which was the first of the great universities of the world to recognize our profession by establishing a graduate professional school of social service.

Grace and I went together to our first Conference in 1909 at the end of the first year after we began our long period of residence at Hull-House. The Conference was then thirty-six years old but it had never elected a woman president, although most of the members were women. That year, 1909, Jane Addams was finally elected president. But there was so much feeling about its being unsuitable to have a woman president, that Miss Addams was advised to make a nice little speech, thank the Conference, and then withdraw in favor of a man. But they didn't know Miss Addams! She did make a nice little speech, but she said that as the men had had thirty-six years to think it over and finally decided to elect a woman, no one could say they had acted hastily.

I want to use my last minute or two for what I consider our important next step in social work. I never make any kind of speech these days without urging that the great objective of social workers today should be the abolition of the means test. How? By substituting Children's Allowances—all children—in place of ADC. Canada has done this, and England has done this and, if poor England can do it, surely we can do it. Social Security is not social security when it reaches only the destitute.

We should give Children's Allowances instead of ADC and grant Old Age Pensions to every one at a certain age without any question as to need. I am sure that the time will come when we shall do this.

This is one of the new Roads to Freedom that we need a little courage to find. An English friend said to the Man who stood at the Gate of Time, "Give me a light that I may go forward into the Unknown." But the Man replied, "You do not need a light, you can go forward into the darkness if there is courage in your heart."

Our early leaders had courage, and they taught us to look forward—too eagerly perhaps—to the social welfare country—our undiscovered country—where there shall be

"No glory or beauty or music or triumph or mirth
If it be not good for the least of the sons of the earth."

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The Sword and the Heart—Impact of Defense

GEORGE C. STONEY

PLANNERS OF 1951's NATIONAL CONference of Social Work obviously assumed that the vital interests of its members this May would center around problems of mobilization and civilian defense. Four of the six general session speakers gave full time to these matters; all three sections and most of the fifty-one associate groups had one or more programs on these important topics. Few Conference goers, however, seemed to have much heart for them.

These spiritual heirs of Jane Addams, who threw themselves into the civilian effort for World War II with such surprising vigor, came dutifully to the general sessions. They nodded approval when Defense Manpower Director Frank P. Graham told them on Sunday night: "It is you social workers who make us aware that manpower figures stand for living human beings . . . not to be pushed around by any police state."

They were properly disturbed when, on Wednesday night, Deputy Administrator of Civilian Defense James J. Wadsworth asked: "If 26 billion dollars have been spent for military equipment and 58 billion dollars more will be spent in the next fourteen months, how much has been spent by the federal government for equally vital civil defense equipment? The answer is NONE."

Yet, not more than 85 of the five thousand-odd delegates showed up at any one time in the main auditorium for the other meetings on defense, when a battery of local officials from Albany, New York, described their civilian defense program and when representatives of states, the federal government, and national organizations presented specific plans and developments.

Warnings from the estimators of atomic destruction, like Newton R. Holcomb with his precise figures on what two Hiroshima-type bombs would do to a California city and the matter-of-fact advice given by Mrs. C. H. L. Pennock on how to hold volunteers for civil defense after one has enrolled them, rose almost unheard to the painted clouds in the dome of the great hall. (Mrs. Pennock is chairman of the Advisory Committee on Citizen Participation, sponsored jointly by the Community Chests and Councils of America and the National Social Welfare Assembly.) Meanwhile hundreds crowded the smaller meeting rooms for sessions on "Fees for Social Welfare Services," "Family Life Education," "Delinquency," and some 600 found their way up three flights of steps to the unventilated room where films were shown.

REAL ENTHUSIASM FOR ANYTHING CONnected with the war effort manifested itself only at the final general session when Stringfellow Barr, president of the Foundation for World Government, related "The American People in World Crisis" to the nation's relief and rehabilitation efforts abroad with the observation that a lot of people in the world want help but not as part of our national defense program. When the Senate attached strings to the wheat-for-India bill, he said, "that looks like prudence to Congress but blackmail to the rest of the world."

Sydney B. Markey of Philadelphia was one of several associate group speakers concerned about the impact of the emergency on conventional social work programs. Pointing up the caseworker's view of the emergency he said:

"The 'new situation' of defense mobilization has not altered the basic premise of interpersonal relations which is uppermost in everyone's life under any set of circumstances. Social caseworkers . . . must be in a position to have their knowledge of such fundamentals used in the new situations of civil defense and other phases of defense mobilization. . . . Absence of a *bona fide* mechanism for assessing needs and establishing priorities will find social caseworkers by-passed and others rising to the responsibilities of the 'new situation.' The tragedy lies in the inherent ability to meet the new crisis through tried and true techniques that social casework possesses and which others will set about to discover in the hardest manner."

Mr. Markey stated a conviction expressed by specialists in other fields that if social workers could reach agreement for some action among themselves their rightful leadership role would be recognized, and he quoted Alden Bevier, director of Defense Welfare Services, New York State, to prove his point.

THERE WAS LITTLE RESPONSE TO THIS challenge. The government, these people seemed to feel, had staked out its plan and responsibilities for defense without due consultation with social workers. A marked shift in official CD policy, suggested by Mr. Wadsworth in describing a recent gathering in Washington of representatives from 300 national organizations concerned with welfare, seems not to have reached the general ear.

Explanations for this apathy toward mobilization and civilian defense could

Reconstruction and Reality

World reconstruction is a form of social therapy, not a substitution of economics for evangelism. High powered promotion of new ideas and new organizations can have the same bewildering and almost traumatic effect on a population as a huge, power-driven bulldozer crashing a crude new roadway through a Pacific jungle . . .

Just as survey and reconnaissance detachments move in ahead of landings in military battle, so in psychological operations we need social engineers to determine the lay of the land and to do a cultural or anthropological charting of the area.

Charles E. Hendry

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be picked up for a dime a dozen around the boardwalk. Said one caseworker, who had just attended an overflowing session on the "Importance of Awareness by the Social Worker of the Facets of His Own Cultural Structure": "How could one expect this group to show great concern for something about which few average citizens are collecting any head of steam?"

Others, who thought this an unsatisfactory answer for people whose professional lives are devoted to matters about which the general public often shows indifference, decided the poor attendence at sessions on "The Impact of Mobilization and Defense on Organized Health, Welfare, and Recreation Services," could be explained by a look at Conference organization. More than two dozen participating groups helped to plan these meetings, they said, so no one organization or group of individuals felt responsible for stirrring up an audience.

Digging deeper, one found explanations more immediate and at the same time more fundamental. Programs—including the all-important matter of titles—were so composed that the very real differences of opinion about the conduct of civilian defense and mobilization that exist among social workers were not recognized. Speakers were, for the most part, representatives of official bodies; they spoke official doctrine and there was little or no time for questions or back-and-forth discussion.

In private, several state public welfare directors were quite willing to express themselves on these matters. Last fall and winter, they reported, considerable energy and time had been devoted by themselves, their staffs, and their friends in the voluntary agencies to civilian defense planning. The results were more than discouraging, for they found themselves ignored or slighted by what a welfare director from a midwestern state described as "political hacks, timeservers, and retired army officers" who had been put in charge of local and state programs. "We can't afford the time to fool around," he said. "When they really mean business they can come to us and we'll be ready to do our part." Said another state welfare director: "They've cut my staff so I don't see how I can possibly have time to do this and our regular work . . . and you know *that's* what we're paid to do."

Beulah T. Whitby, Detroit Civic Unity Committee, and R. Maurice Moss, National Urban League

Mrs. Pennock's speech was, in effect, a reply to these excuses. Describing with considerable tartness both official organizations and their plans, she nevertheless reminded the few social workers who attended her session that " . . . we must accept the reality of our time and while fearing the bomb we must know there is positive action to be taken."

"All of us," continued Mrs. Pennock, "can be self-reliant and trained in mutual aid, but after that is done, is it too much to hope that there will be some who in addition to these stand-by duties . . . can take on other volunteer duties connected with the maximum defense production coupled with the advancement of a concept of decent living for every American. . . . If this comes about, then we will have turned a negative fear of the atomic bomb into a positive exhibition of belief in the ability of our neighbors and ourselves to attain a better life for all of us. . . . If it doesn't, why all the fuss about survival? It may not be worth too much."

Joseph P. Anderson, executive secretary of the American Association of Social Workers, saw in the mobilization period a chance for social work to "develop new methods and approaches to meet basic human needs." He deplored the recent attacks on standards of social service and the tendency of officials responsible for mobilization and defense to "ignore the experience of the last war." Whatever the problems of organization, however, he felt sure social work would "accept and respond to its obligations. . . . We must see that current trying experiences young people must undergo do not leave permanent scars. . . . "

Perhaps the seeming apathy was all a matter of labels and titles. For in many crowded sessions on group work, casework, and community services the daily problems being faced and sometimes solved by social workers across the country, many of them directly the result of the mobilization effort, were given very thoughtful attention. Frieda Miller, director of the Women's Bureau, and Edna Mattox of Atlanta talked on the effects of mobilization on family life with special reference to long separation and to the employment of women. Dorothy H. Beers from New York described the setting up of day care services, a necessity that was mentioned in many a specialized session. Here discussions betrayed no dwindling of interest among social workers in the basic problems of people that are only multiplied in times of national crisis.

At least half a dozen speakers attempted to define the nature of the present emergency, and though each employed the often baffling jargon of his special discipline there was agreement on main points:

1. The emergency is going to last a long time; ten years was the median estimate. Frieda Miller talked of a " . . . long continuing emergency, the effects of which may even come to be regarded as normal."

2. There is no telling what is going to happen. As Jeanette Hanford of Chicago told the caseworkers: "We cannot anticipate exactly what changes or tensions are in store . . . either for individual families or our society as a whole. Therefore, a flexible and imaginative adaptation of casework skill may be our most valuable resource." Dorothy Stratton of the Girl Scouts of the USA saw group work in much the same light. "We do not need to convince ourselves of the value of face-to-face group experience. . . . At this time we believe that voluntary group association provides the setting for meeting many of our most pressing needs." Others had answers similarly involved with their professional interests but all acknowledged the need for "flexibility" and "new approaches."

In effect, then, each of the groups was seeing its place in the scheme of civilian defense as an extension of normal professional function. If this be the sword they were asked to wield, then they could put their heart into the battle.

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3. The last period of mobilization came at the end of a long depression, a period of great unemployment and low birth rate. This one comes on the heels of prosperous times when there is a small pool of unemployed to draw from and when a high marriage rate and birth rate make it more difficult to call the younger women into the labor market. The problems of helping young families of servicemen, of seeing that the children brought into the new boom towns know a security of family and community life, once almost taken for granted, lie at the doorstep of nearly every social agency in the country, public and private. Frank P. Graham described in detail the tremendous job of "recruiting . . . training and strengthening . . . ." all available labor needed to accomplish the stated objectives of the mobilization director, Charles E. Wilson. "It is a tremendous job and social workers will be right in the middle of it."

4. Given the times, the only security for the citizen rests not in any long range plan, but in what Dorothy Stratton described as "inward strength." She told the assembled group workers: "All of our constituents of whatever age or condition will need to learn to live with insecurity. . . . To escape from reliance on the dangerous fallacy that security lies in external conditions. . . . To have faith in the power of our people to create a living democracy. . . . "

So in its seventy-eight years the National Conference appears to have made a wide circle through paternalistic charity, social reform, social security, psychiatry, and back again to something a saddlebag preacher in wilderness America might have understood. Needless to say, ways suggested for coming by this inward security varied widely according to the speaker's discipline and his orientation.

Engrossed though they certainly were in the intricacies of techniques, the indifference of delegates to official civilian defense programs should not be taken to mean that conferees could not raise their sights to broader concerns. Sessions having anything to do with affairs outside the United States attracted large audiences. There were 500-odd who crowded the Traymore Hotel's Rose Room to hear Vijaya Pandit, India's Ambassador, present her country's plea for understanding, and as many more tried in vain to attend this session. Those who managed to gain entrance heard Madame Pandit's clear voice fill the room (she did not use the amplifying system) as she explained why, in her judgment "it is not possible now for India to follow the path of her friends" in many fields of social endeavor. India, she said, is considering a type of conscription as yet unknown in this country, one which would require college graduates to devote at least a year to public service. "Unfortunately, the college graduates tend to despise the life of the villages, and India, a land of villages, is therefore deprived of leadership."

Photos from Fred Hess unless otherwise credited

From India: Madame Vijaya L. Pandit, Ambassador to the United States, and Evelyn Hersey, social welfare attaché, U. S. Embassy

INDIA, HOST COUNTRY FOR NEXT YEAR'S International Conference of Social Work, advertised itself extensively in the convention hall lobby. Its brochures were eagerly sought after at the International Conference booth and the sari-garbed young attendant was nearly overwhelmed by questioners.

Further interest in affairs outside the United States was in evidence when E. Reesman Fryer presented for the State Department this country's efforts under Point Four. There was keen response during question time. Dr. Hertha Kraus asked from the audience what social workers could do to aid Point Four and, she put it, "to keep this program from becoming just another tool in the defense effort." In reply, Mr. Fryer said his great fear is not that Point Four will be associated with nationalism of a negative sort but that it will become paternalistic.

Drawing upon his experience as a field worker in the American Indian Service, Mr. Fryer said it was not so important that the underdeveloped countries recognize the source of the aid given them as that they gain real independence with this help. He described the difficulty Point Four administrators have in finding people with technical competence in such fields as bridge building, well-drilling, and agriculture who understand "how to work within the culture of the country to which they are assigned." He called for assistance from social scientists and anthropologists who might teach these American specialists the importance of submerging themselves in the new environment instead of "trying to Americanize it."

Still more talk of cultural differences and their importance in programs of mutual aid came in a paper on "Group Factors in World Reconstruction" prepared by Charles E. Hendry of Toronto. He based his findings on a broad sampling of opinion among experts working in a dozen countries and also on his own experience in Europe where

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he served as a UNESCO specialist for six months preceding the Conference.

"World reconstruction," said Mr. Hendry, "includes all countries, not only those popularly regarded as in greatest need." Reconstruction, he emphasized, is a "relative term. We are well advised to remind ourselves that there are as wide differences in levels of development within countries, including our own, as there are between countries. . . ."

Echoing the sentiments expressed by Mr. Fryer, Mr. Hendry added: "World reconstruction . . . must place primary responsibility on indigenous, native personnel, groups and organizations. Those who seek to provide technical assistance and social therapy . . . need great self-discipline to avoid superimposing . . . even unconsciously, patterns of thought and programs of action that run counter to the customs and needs of those they are attempting to help. They will need, particularly, to avoid the temptation of introducing the latest and most modern techniques where such may clearly be inappropriate. Professionalism, not ethnocentrism, may be the Achilles heel."

Added to this increased interest in cultural anthropology, there was another shift in program emphasis that must have intrigued old-time members of the National Conference. What was once called "social reform" and later "social action" received this year but little program mention.

MANY BASIC PROBLEMS THAT ONCE excited social action sessions at former Conferences reverted to the programs of those affiliate groups originally organized to deal with them, as for example, race discrimination, about which the National Urban League had the only specialized sessions. Housing, price and rent control, health insurance, and political reform were mentioned, when at all, as integral parts of the sessions in which case or group work processes were being analyzed. More attention to social action may be expected next year, however, when one of the three committees responsible for programing meetings on "common services" will be a Committee on the Methods of Social Action.

THE MOST NOTABLE EXCEPTION TO THIS general absence of calls for social action came from Edith Abbott of Chicago, who startled and delighted a large general session audience on Tuesday evening by turning her acceptance of *The Survey* Award into a strong-voiced demand that something be done to abolish the means test and to establish children's allowances. A second exception was the fiery speech on mobilization by James B. Carey, secretary-treasurer of the CIO, to a handful of people at a late afternoon session, in which he outlined the extensions of social services that his organization feels are necessary if the defense effort is to succeed. In particular he asked social workers to throw their support behind labor in its battle for an adequate middle-income housing bill. He described in colorful language the difficulties faced by younger workers whose security is being threatened by the emergency.

It was left for Eduard C. Lindeman, Conference presidential nominee for 1953, to preside at a session that proved to be both a surprise and a warning to persons, even those so young as Mr. Carey, who might presume to speak for the younger generation. The National Child Labor Committee, with help from the National Federation of Settlements, gathered eight young people (aged 15 to 19), all of whom are working either full or part time and have experience in school vocational training classes. Under Mr. Lindeman's expert chairmanship these three girls and five boys, all from what would have been described ten years ago as working class families, spoke of their interests, their attitudes toward further schooling, and their view of the future. They spoke of the dominant necessity in what social scientists might call "their culture pattern" for having an automobile of one's own. They explained how tedious formal schooling seemed to a sixteen-year-old boy when he knows he can get a full time job paying up to $75 a week. They made clear the difficulty all young people face in taking long range plans seriously when interruption by military service is inevitable.

No wonder the more experienced voices at the Conference — President Ewan Clague among them—were calling for cool reappraisals of time-worn concepts.

Who, What, When, Where, How Many

Lester Granger, executive director of the National Urban League will be president of the 79th National Conference of Social Work to be held in Chicago, May 25-31. Serving with him will be three vice-presidents, Helen R. Wright of the University of Chicago, Ruth Taylor of Westchester County, New York, Margaret Yates of Dallas, Texas; and a secretary, Lucy P. Carner of Chicago.

This will be the first time the Conference has met in Chicago since 1893.

The three section chairmen in 1952 will include: Section I, Services to Individual and Families, Florence R. Day, Smith College School of Social Work; Section II, Services to Groups and Individuals in Groups, Nathan Cohen, New York School of Social Work; and Section III, Services to Agencies and Communities, Sanford Solender, National Jewish Welfare Board.

New members of the executive committee, serving as a result of this year's elections, will include: Dr. Leona Baumgartner, New York; Albert Deutsch, Washington, D. C.; Elizabeth H. Ross, Washington, D.C.; William D. Schmidt, Cleveland; Violet M. Sieder, New York; Emil M. Sunley, Denver; Ellen Winston, Raleigh, N. C.

Eduard C. Lindeman, professor *emeritus* of the New York School of Social Work, is the single presidential nominee for 1953, with Charles Schottland, California State Department of Social Welfare, John J. Corson, Washington, D. C., and Thelma Shaw, Fairmont, West Virginia, as vice presidents, and Philip Schiff, National Jewish Welfare Board as secretary. Nominated for section chairmen are: Section I, Mildred Arnold of the U. S. Children's Bureau; Section II, Harry Serotkin of Pittsburgh; Section III, Mrs. Rollin C. Brown of Los Angeles.

The new streamlined program which went into effect at the Conference this year had two outstanding results—coordinating the interests of the various fields of social work and reducing the total number of meetings from 281 last year to 191 this year.

The streamlining involved not only the program of the Conference proper which condensed what was once twelve sections to three, but also of the associate groups, twenty-five of which joined together to produce a coordinated program on Tuesday afternoon under fourteen general topics cutting across their specific concerns. Thursday was devoted to the independent meetings of thirty-eight associate groups.

Altogether 325 formal papers were presented at the Conference, not to mention the remarks—some prepared, some spontaneous—of presiding chairmen, panel leaders and participants, recorders, and "discussion resources." Total registered attendance came to 5,092.

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CONFERENCE PERSONALITIES

ELLEN WINSTON, CHAIRMAN OF the Conference's Section I, is one of those deceptively pretty women whose dainty femininity is accompanied by what some men prefer to think of as exclusively masculine virtues—a keen, precise mind, a high degree of efficiency.

Putting these to work with a boundless energy in her office as commissioner of the North Carolina State Board of Public Welfare since 1944, she has played a major role in keeping that relatively poor state well at the top of the list of those with progressive public welfare programs. She credits most of this success to her staff, her predecessors, and the welfare mindedness of a state which has had a statewide public welfare program since 1868. But some members of her staff in turn openly trace the source of their own energetic efforts to inspiration gained from contact with this lovely human dynamo.

With a Ph.D. in sociology from the University of Chicago as foundation, Dr. Winston spent most of her precommissioner career in teaching and research. But never a lover of ivory towers, she was active in citizens groups to effect social legislation even while compiling facts and figures for the WPA research section in Washington or heading the department of sociology and economics at Meredith College in Raleigh. When she became commissioner, she resigned as chairman of the legislative committee of the North Carolina Federation of Women's Clubs and as president of the North Carolina State Legislative Council. Her research always had a pertinent currency and included, among other volumes, "Seven Lean Years," a study of those in need in the Thirties, on which she collaborated with Dr. T. J. Woofter, Jr. She also worked with Eveline M. Burns on the National Resources Planning Board's "Study of Long Range Work and Relief Programs," widely used in relation to state and federal assistance plans.

North Carolina's public welfare program, Dr. Winston proudly points out, is an integrated one in which services receive as much attention as financial aid. "Perhaps more," she says, "for when you don't have money for a really adequate assistance program you have to concentrate on preventive and rehabilitative services."

In addition to the federally aided assistances, her department is responsible for child welfare services, adoptions, licensing of foster homes and institutions, jail inspection, sterilization of the mentally incompetent.

It further promotes community programs for the aged, provides psychological services to county welfare departments, and licenses all voluntary campaigns soliciting funds from the public.

Though "there are always people who are trying to cut down expenses," Dr. Winston does not anticipate the kind of attack on public welfare principles that a number of other states have experienced in recent months.

"Good public welfare services have a long tradition in North Carolina," she points out.

Fred Hess & Son

Harleigh B. Trecker, Ellen Winston, and Edward D. Lynde

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HARLEIGH B. TRECKER, WHO flew from Los Angeles to serve as chairman of the Conference's Section II on "Services to Groups and Individuals in Groups," will be making that long trip back East again in a few months with his family. They leave the Graduate School of Social Work of the University of Southern California, where Mr. Trecker has established a national reputation as professor of group work during the past ten years, to take up residence in Hartford, Connecticut, where he becomes director of that state's School of Social Work.

En route, the Treckers will visit a while in Chicago, where they started their joint careers as social workers, he being among the most professional of professionals—thanks to training under the Abbott sisters and others at the Chicago school—and Mrs. Trecker the most proudly practical of lay group leaders in whatever community she happens to be living. No reasonable timetable would allow them to stop along the way and visit even a small number of the group work leaders who have come to know their joint skills in dozens of conferences or have learned first principles from the professor's texts, but the Treckers are too curious and gregarious to make such a trip without getting involved in whatever is happening around them.

As though moving a household and taking on a new deanship are not enough to keep them busy, the Treckers are working together on a new book, a practical guide in group leadership for such laymen as PTA presidents, lodge chairmen, and shop stewards. It is being written out of their own experience, and most of the writing gets done, says Mr. Trecker, while his wife dictates from the ironing board or he dictates from the kitchen sink.

A true believer in the "collaborative process," Mr. Trecker laid out Section II's program after groups across the country had outlined some twenty areas

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of interest. These he collected before his program committee met for the first time last October. Later, tentative decisions were vetted by hundreds of people in the field.

More than fifty speakers were involved in the final program for Section II, including—this section chairman is proud to say—twenty-six young practitioners, and three basic topics were considered: "Where we stand in relation to the current emergency"; "Learning to use the findings of social science research"; and "Learning to analyze current practice in the field." As further proof of the group worker's belief in the collaborative process, these program planners scheduled six joint meetings with the caseworkers.

Perhaps the fact that group work meetings were so well attended at this year's National Conference and that discussion in them was almost always lively is no more than would be expected from professional getters-together, but such has not always been the case. No doubt much of the credit should go to Chairman Trecker, who says:

"You can't teach group work by the lecture method. I stopped trying a long time ago."

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EDWARD D. LYNDE, THE CONFERence chairman for Section III, has an appropriate kind of sartorial splendor. Shining white hair and dignity of bearing encourage one to tag him with the easy phrase "social work statesman." Those who know of Mr. Lynde's career as secretary of Cleveland's Welfare Federation and the leading part he has played in the growth of such federations over the country agree that he deserves that label for reasons that are not so apparent to the eye.

Since 1923, with a two-year gap, Mr. Lynde has been helping to develop and direct the social welfare programs of Cleveland. He went there from the New York School of Social Work initially as the executive of the Associated Charities (later the Family Service Association). In 1935, he went to the Federation, the oldest council of social agencies in the country, to serve as its executive.

Cleveland's Federation has become something of a model for study because of its success in welding together more than a hundred separate communities into a really cooperative organization. Mr. Lynde is quick to explain that it was well organized before he came on the scene and—statesmanlike—to add that many geographical and historical factors have been in its favor. Nevertheless, under his administration no great gulf has appeared in Cleveland between voluntary and tax-supported agencies.

The Community Fund does its job independently, after the fund raising representatives of both public and voluntary agencies sit down in the Federation and match their combined resources and programs against what they decide are the welfare needs of their community. Budgets for the voluntary agencies are made with full participation by public agency representatives who, for obvious reasons, cannot reciprocate. The fact that common interest in community welfare is strong enough to overcome clashes of interest suggests that those who chose Edward Lynde as chairman of the Section on "Services to Agencies and Communities" knew they had a successful practitioner for their leader.

Lyman S. Ford

A veteran member of the National Conference and thrice chairman of various section programs under the old style arrangement when meetings were grouped around professional categories rather than areas of service, Mr. Lynde is in a position to measure the effectiveness of the new three-section plan of organization. He likes it. It encourages people in related fields, he says, to know what problems they have in common and what they can get—and give—one another to help arrive at solutions.

"We talk a great deal about the 'interdisciplinary approach.' This new arrangement encourages us to practice it."

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AMONG THE PERSONS WHO CONTRIBUTED significantly to the Conference's new look this year was LYMAN S. FORD, chairman of the program committee of the Tuesday meetings sponsored jointly by twenty-five of the associate groups. As a member of the joint planning committee of the National Conference of Social Work and the National Social Welfare Assembly, Mr. Ford had an influential part in bringing about this experiment in coordinating the discussion interests of the associate groups.

For this program chairman there was nothing new in being set to a coordinating task, for pooling efforts has been his business during the nineteen years since he graduated from the school of social work at Ohio State University, noted for turning out directors of community chests and councils of social agencies. Now associate director of Community Chests and Councils of America, he has spent nine years in practicing community organization as a chest and council director, first at Kansas City, Kansas, and then at Evanston, Illinois, and ten years with the national agency where for the most part he has been concerned with administrative problems of health and welfare planning.

Son of a Baptist minister in Youngstown, Ohio, Lyman Ford first glimpsed the effectiveness of the coordination principle in his father's experience as executive of the local Federated Churches. His religious background also imbued him with the service principle so that it was only natural for him to go on from Denison University in Granville, Ohio, to a school of social work. There he met Mary-Elizabeth Nist who was later to become his wife and the mother of his two children—Barbara, now aged fourteen, and Jim, who is ten.

Work in any field of social work is bound to be satisfying to a person who is service-minded, according to Mr. Ford, but community organization has an "added layer of satisfaction frosting" because it is so close to the great problem of the day—finding a way for society to cooperate. In a recent interview he expressed confidence that some of the experience in the health and welfare field might point the way to coordination of effort in broader fields, educational, economic, and social, and on a worldwide basis.

"Because of the sociological facts of life more planning and coordination are in the cards," Mr. Ford predicted. "Russia and Germany achieved efficiency by force—we're trying to do it voluntarily.

"The individual must give up something in order to prevent chaos, but it need not be democracy," he went on. "For the essence of democracy is the freedom to participate in groups, and the freedom for groups to choose how to discipline themselves."

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(Continued from page 268)

the southern portion; New York, the southeastern Iroquois country.

At first, these four American states were adamant against giving up their respective slices. Gradually they calmed down and finally gained, literally, enough common sense to place their shares in the common pot of the new "United States." Thus was born the U. S. public domain, a common American folkland to the west. Thereby, as Fiske brings out, with their common stake in the Northwest Territory, the American states to the north, south, and east just had to unite.

How adamant, in turn, may become the several national claimants to Antarctica has not yet come to the surface. But if they should follow the American precedent, and place their shares in the common pot of the new "United Nations," Antarctica might play some such role on today's international stage as the Northwest Territory did in its day.

Thereby would be born a public domain of the United Nations, a common global treasure trove if not a folkland. By such an act the Fiske doctrine might be confirmed—a masterstroke toward order and unity for the whole world—from the bottom of the globe up.

This development at this stage is more political than geotechnical and I shall not pursue it further. It occupies the twilight zone between high affairs of state and low-down physical development. But let us leave it to the UN trusteeship system, one of several steps in the right direction by the UN, along with a "Point Four" program under the UN—rather than under U. S. or other auspices.

We have come to the end of our story. We have made the journey from geography to geotechnics—in my own case from the vision of William Morris Davis of a habitable globe to the dynamic concept of Patrick Geddes as to how to make it more habitable. . . . We have been observing the unfolding of an applied science—from the forester on one side, architect and engineer on the other. Meanwhile, we have followed the genesis of geotechnics from its Silurian beginnings by Dame Nature—and from American initiatives by Jefferson and Washington, through to their more recent crystallization in the years-spanning Roosevelt to Roosevelt. And we've taken a global look ahead.

No more than salient features have been noted of the scenes through which we have passed. Some of these have been stressed more than their due as life and labor goes on our planet. Normal ways of living naturally emphasize local and individual aspects, or those making for human and social habitability, what Thoreau would call the "quality of the day." . . . But the present juncture requires emphasis on wider aspects: on planet *vs.* region, on quantitative habitability *vs.* qualitative, on measures to meet what Alexander Hamilton would call the "exigencies" of "particular situations."

Our subject is geotechnics—how to use the earth, from dooryard to globe. In the normal years of yesterday we might stress the dooryard, but please, Messrs. Geotechnist, Statesman, Citizens all, in the urgent hours of our day—*keep your eye on the globe.*

THE GIST OF GEOTECHNICS

Geotechnics concerns habitability. It is defined as "the applied science of making the earth more habitable." There are three kinds of habitability—I, physical, II, economic, and III, social. These are concerned, essentially, with three kinds of flow: Water (and attendant soil); Commerce (raw and finished materials and energy); Population (and attendant development).

I. *Physical habitability* is that quality of an area whereby its natural resources remain intact. To preserve this quality requires sustained use: soil fertility renewed; forest cut limited to growth; water tables maintained; restoration to nature of what is taken from her (including garbage and sewage), in a word—maintenance of ecological balance. . . . The key problems are river regulation and erosion control. The "region," or unit of activity, is the sphere of water flow, or watershed. *Synonyms:* conservation (of land and forest); multiple use (of waters).

II. *Economic habitability* is that quality of an area, or sphere of activity, whereby men and women are enabled to make a living. This involves the problems of commodity flow from natural resources to consumers, and the balance between surpluses and deficiencies. (From this angle: follow the commerce chart and "carry no empties.") . . . The "region," or unit sphere of activity is subject to two forces: (a) the centripetal, or flow from periphery to center, illustrated by the "milkshed" of a city; (b) the centrifugal, or flow from center out, illustrated by an electric power system.

III. *Social habitability* is that quality of an area whereby men and women are enabled to enjoy living. This involves movement of population, or folk flow. The typical "region," or unit sphere of activity, consists of a flow of people and building to and from a given metropolitan center and its environs. . . . The problem is to preserve a healthful balance between three essential settings or environments—the urban, the rural, and the primeval. . . . Factors playing creatively on these settings are the new community, the townless highway, the wilderness area.

Applied geotechnics combines all three kinds of habitability. The job is to make the earth, or any region thereof, all-around habitable. . . . Take TVA—a project which combines flood control, power development, and new communities—or put another way, the physical, economic, and social elements in making the watershed more habitable. The watershed is the geotechnic unit; it is something more than territory; it is a sphere of sovereignty, one pertaining to a river, namely, in this case the Tennessee watershed. That is part of a wider sphere of sovereignty, the Mississippi watershed.

Each sphere has its legitimate and equal interest: one local, the other over-all. Unfortunately, there is likely to be a twilight zone between them wherein their interests conflict. The job is to narrow this zone to the minimum. Indeed, almost every geotechnical problem, (physical, economic, social) boils down to balancing sovereign interests between inner and outer spheres. In this, nature herself sets us some good examples.

In a word, geotechnics consists of emulating nature. Nature has a geotechnics of her own; we call it ecology; it consists of ways developed through the ages for making the earth more habitable. That is why ecology is nature's geotechnics—and geotechnics, man's ecology.

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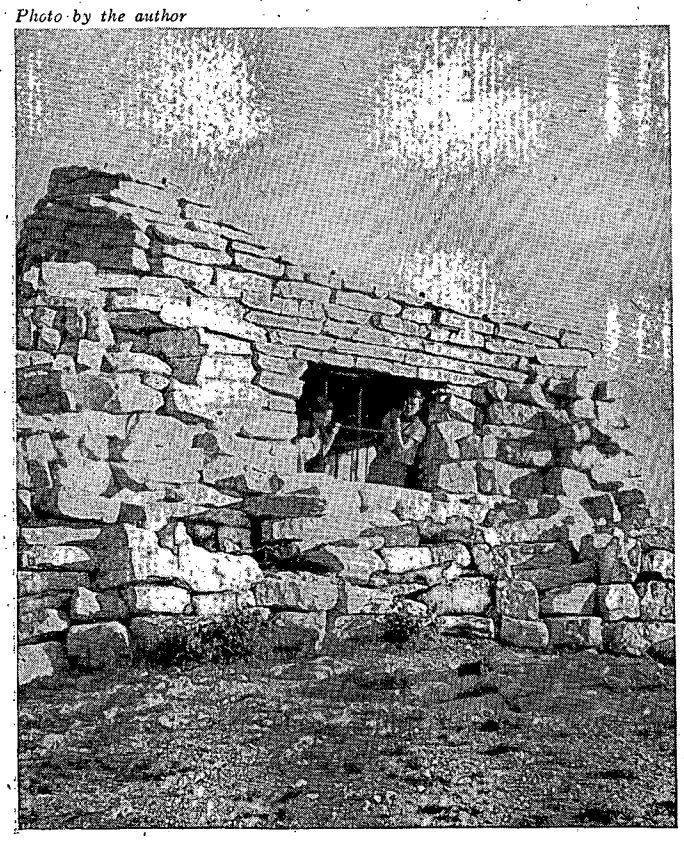
U. S. Forest Service

Vacation Vandals

Photo by the author



ANNETTE H. RICHARDS

AFTER TRAVELING HUNDREDS OR EVEN THOUSANDS OF miles, you have finally reached your long-anticipated destination, one of the great National Parks, perhaps the Grand Canyon. But as you take your first look into the awe-inspiring depths, you are revolted by the sight of beer cans, chewing gum wrappers, coke bottles, orange peels, initials crudely scratched on the rocks. After your first shock, you go to look through the binoculars, each trained on a specific geological formation, but you find several of them gone. Though firmly bolted down, some of these expensive instruments, provided for public enjoyment and instruction, are stolen every summer. If you hike down the South Rim trail to the Yavapai Observation Station, you will find that part of the geological exhibit was stolen during the summer of 1947. You begin to wonder about the "great American public" that ruthlessly mars and destroys its own property, and defiles the landscape with its trash.

In Zion National Park last summer, a comfort station had to be locked after a group of teen-age girls left it in filth and disorder. A recreation area in the Santa Fé National Forest had to be closed temporarily because vandals deliberately contaminated the water supply. In the Wasatch National Forest someone ripped the metal tops from the fresh concrete of five new fireplace grills

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less than twelve hours after they were finished.

It is not unusual to find visitors picking bouquets beside signs that remind them, "It is unlawful to pick flowers and ferns"; or to hear boasts of tourists who "outsmarted" the rangers and carried off sizable souvenirs.

The Park Service estimates that the cost of removing papers, bottles, and other litter thrown from cars along park roads is far in excess of $25,000 a year. Of course this does not include campground clean-up, or the damage to property and facilities. It is not the isolated criminal or deliberate vandal who is responsible for the appalling total. The real problem is the careless habits of the average vacationer and his family.

Park and Forest Service officials say that carelessness and vandalism increase in direct proportion to decrease in personnel. Forests suffer particularly because recreation is only one of the jobs of the ranger, who also administers the timber, water, wildlife, and grazing, and is subject to fire duty in an emergency.

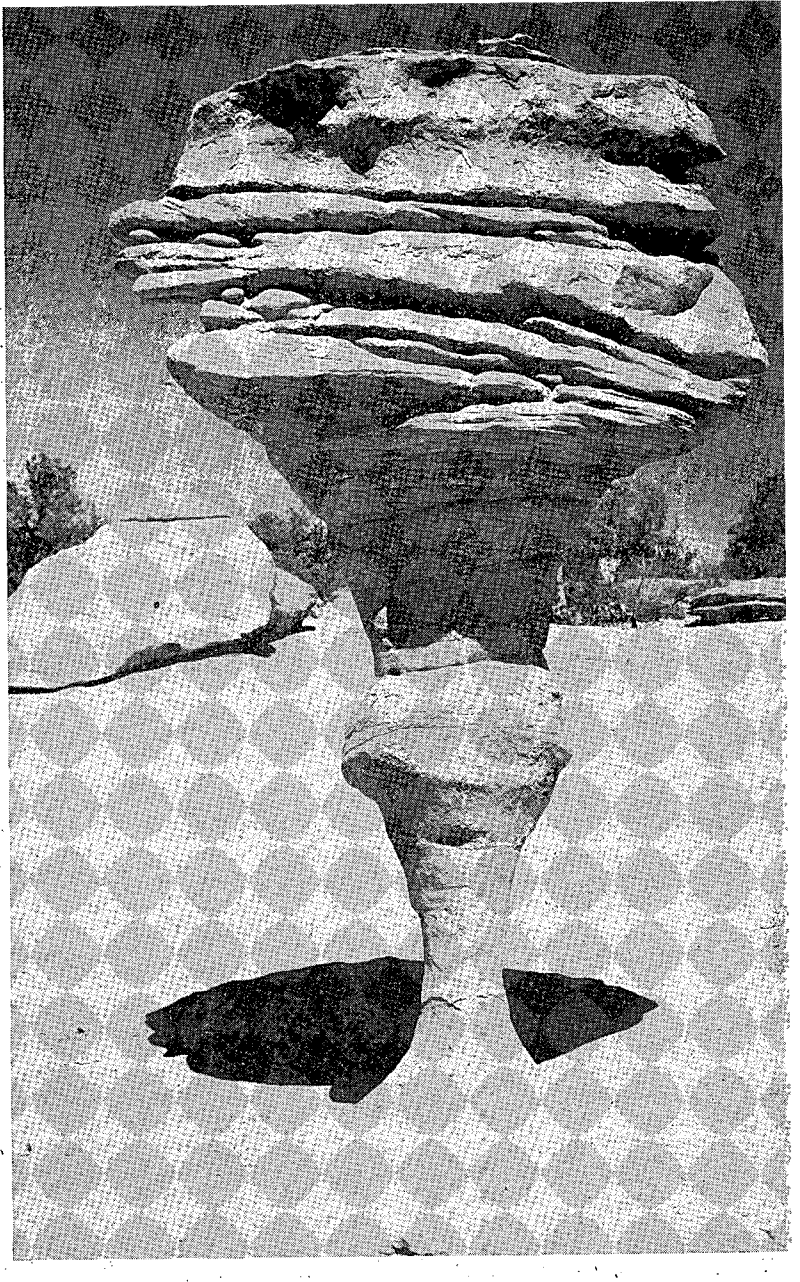
The obvious solution is staff adequate to police the recreation areas of Parks and Forests and to prevent destruction and bad housekeeping. But this calls for additional funds, which are not forthcoming in sufficient amount. Thus, for example, in 1950 the Park Service appropriation was increased one third over the 1940 figure, though the number of visitors doubled and the purchasing power of the dollar shrank materially during that decade.

The long range hope is education. These Parks and Forests belong to us all. Abuse of our property costs money—and we foot the bills. Nor can we state in dollars and cents the personal inconvenience, discomfort, disappointment, and even danger due to bad manners and vandalism in these vacation lands.

There are at least three specific things that all of us can do to help safeguard national forests and parks when we visit them:

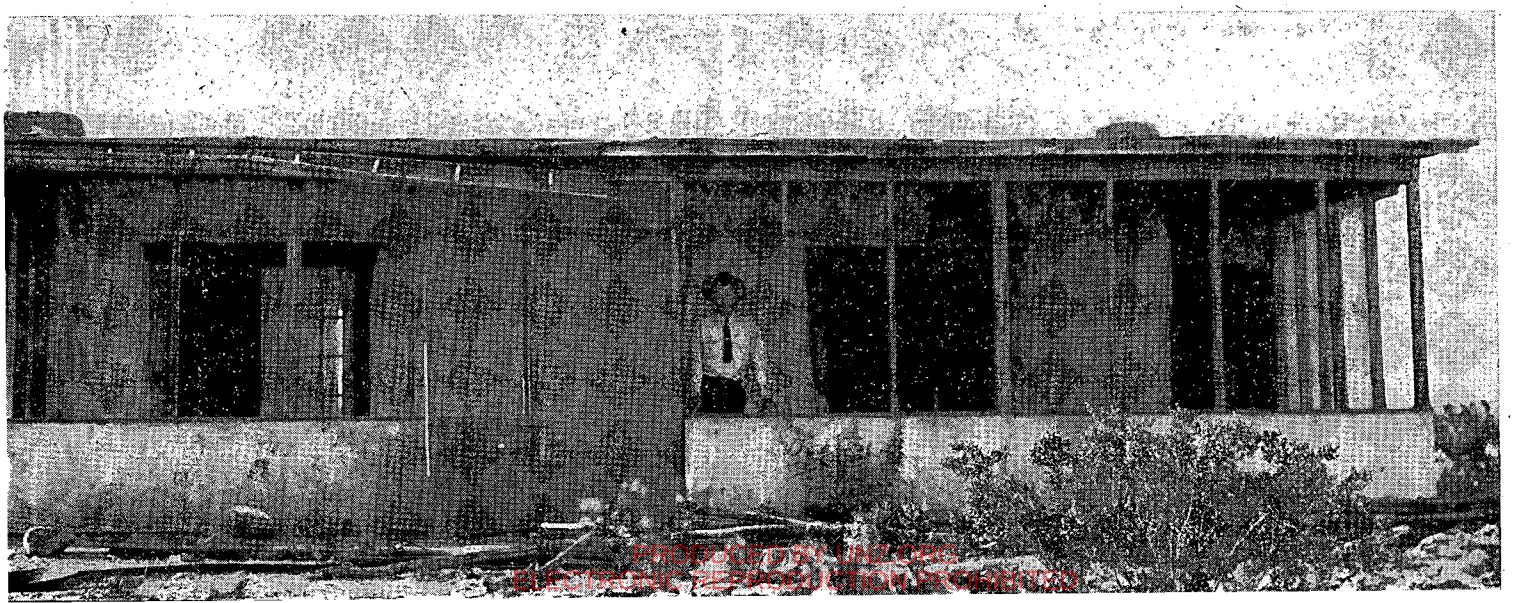
1. *Each can be responsible* for his own good behavior.
2. *We can keep an eye on others,* as concerned citizens. If we see an individual or group misusing public facilities, we can explain the seriousness of damaging or defacing our common property. If the fault persists, find a ranger. But speak up!
3. *Try to teach fellow-vacationers,* especially children and young people, a proper respect for this magnificent property. Perhaps the next generation will grow up with a sounder attitude toward our rich inheritance.

Finally, we can all take to heart the forest fire slogan: "This is God's country—don't leave it looking like hell."



Left, top: hunters' debris-littered campsite in Chequamagon National Forest, Wisconsin; *bottom:* a mountaintop shelter in New Mexico, where vacationers broke the windows and door, and jammed the fireplace and chimney with rocks. "Venus' Goblet," a famous sandstone foundation near a National Park in Utah is gone forever, knocked down and broken in 1948 by summer tourists; *below,* a vandalized house in Big Bend National Park, Texas, with all screening gone, framework and roof damaged. The homes of park and forest rangers are often treated this way by visitors to these public vacation lands.

Photos: National Park Service



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For Sale: World Health

How the United Nations is combatting disease in many lands; the tragedy of this year's budget cuts which will hamper the program to relieve suffering and save lives

HILLIER KRIEGHBAUM

MEDICAL SCIENCE COULD ELIMINATE MUCH OF THE CRUSHing load of illness that presses down upon many of the world's 2,300,000,000 people. For the first time, doctors now have the answers for many of the infectious diseases but, at the moment, chances of obtaining funds to carry out a global health mission are touch and go.

Recent advances in preventive medicine and in new drugs for treating those already ill allow public health officials confidently to say, in the face of a great many infections: "Try this; it will work." The missing key, as of 1951, is international cooperation, a will to battle disease as intensely as political rivals wage their diplomatic contests. This kind of determination would assure the money to finance a crusade of mercy such as mankind has never seen and barely dared to dream of.

This is not the wishful thinking of unrealistic pollyannas. Hardheaded public health officials, wary of arousing false hopes, no longer lament the lack of preventives and cures for many illnesses that cripple whole communities and make them not only medical but economic liabilities as well.

For example, as the Third World Health Assembly was drawing to a close last year in Geneva, the presiding officer rose to deliver her final address. Delegates and observers from sixty-three countries and territories had discussed physical well-being around the world. The Honorable Rajkumari Amrit Kaur, Minister of Health for India, voiced the common sentiment when she said: "We who are assembled here know quite well how to contend with disease and ill health, but the tragedy for us is that we have not, in adequate measure, the sinews of war wherewith to battle against the enemies of humanity."

Despite this and other pleas, the World Health Organization (WHO), the United Nations' health agency, faces only an outside chance to getting adequate funds for the next few years. Already the pattern of penny pinching and economy has been set. Dr. Brock Chisholm, WHO director-general, has warned that 1952 would be the crucial year which would decide whether the health agency would become a "parasite or a leader." Yet the WHO executive board recommended a 7 percent cut in the 1952 budget for WHO itself. The 1951 World Health Assembly, which probably will have ended its session at Geneva by the time this article is in type, is expected to confirm this figure despite the United States' offer to raise its contribution from $1,920,000 to $3,000,000.

Other countries less well off than this one cannot spare funds from rearmament, they report, and the Iron Curtain countries have walked out leaving their unpaid assessments. Because no provision for withdrawing is included in the WHO constitution, each year's budget includes allocations of assessments for the Iron Curtain countries. This totals approximately a million dollars. Including this unavailable money, the over-all budget from all possible sources amounts to $21,394,389. This figure is doubly deceptive, however, since in addition to the money from the Soviet Union and its satellites, it assumes that Dr. Chisholm's figures will be approved, a most unlikely action in view of the recommended curtailments. As a matter of fact, the over-all 1952 budget will be within a few hundred thousand dollars of the money earmarked for this year. This, one may conclude, is a heartbreaking response to Dr. Chisholm's statement that 1952 would be a crucial year in WHO's battle against disease.

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—By a former member of the Washington staff of the United Press, who is now Associate Professor of Journalism at New York University. He was briefly on the staff of WHO.

A CONCRETE PICTURE OF WHAT MIGHT BE DONE WITH ADEquate funds, sufficient personnel, and ample supplies is graphically illustrated by the "Big Three" public health enemies. Let's look at malaria, tuberculosis, and venereal disease.

Here are some figures on the scope of the problem:

Malaria annually strikes 300,000,000 individuals or more than one out of every eight persons in the world; an estimated 3,000,000 of its victims die each year.

At least 50,000,000 persons have tuberculosis, and the disease causes more than 4,000,000 deaths annually.

A recent study estimated that there are between 20,000,000, and 100,000,000 cases of syphilis in the world's population and that probably two or three times as many persons contract gonorrhea every year. Other allied diseases, such as yaws, little known in the United States constitute primary health menaces in many other areas. WHO itself figures that these three diseases alone kill at least twenty human beings around the world during every single minute, week in and week out. And all three of these scourges can be controlled as a result of three recent discoveries—the insecticide DDT, the vaccine BCG, and the antibiotic penicillin.

Let's see what modern medical science has done.

For instance, Dr. P. Gregorić, president of the Public Health Protection Committee of Yugoslavia, reported to WHO the experiences of that war-ravaged country, a

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convincing demonstration of what any other nation might do with adequate organization to launch wholesale spraying with DDT. Before World War II, his country had to treat some 100,000 malaria patients every year. Frequently the figure rose to 200,000 cases. With the fighting and Nazi occupation came a collapse of most health precautions. Conditions went from bad to worse. Then the United Nations International Children's Emergency Fund (UNICEF) and the permanent WHO brought in supplies and demonstrated to Yugoslavian doctors new techniques and treatments which had been military secrets during the war. In the year 1949, Dr Gregorić said, Yugoslavia had barely 7,000 malaria cases and most of these were relapses, not new cases.

COMPARABLE RESULTS HAVE BEEN REPORTED FROM GREECE and other Mediterranean countries. A not unexpected, but nevertheless happy, concomitant of DDT spraying to kill off germ-carrying insects was a whopping reduction in dysentery, which had been sickening and killing many infants.

Medical reports from Iran, where malaria used to burn out the energy of the population of whole villages, portray another "before" picture. Inhabitants in some communities, below par physically and unable to work, failed to better their lot because they lacked strength and ambition. Entire towns had hardly a healthy child under two years of age and whole valleys lost their crops because there were not enough able-bodied workers for the harvest. It was a vicious cycle of sick people unable to take action that would make them healthier and less impoverished.

The Iran Ministry of Public Health appealed to WHO for assistance. Under the UN agency's special advisers, a seven-year plan in mass malaria control was launched during the spring of 1950. Spraying teams set out for two sections of the country where 1,300,000 people live. They sprayed DDT in 440,000 houses, covering the staggering total of 70,000,000 square miles of surface. Even greater efforts are under way and WHO officials speak enthusiastically of "an encouraging start." They predict that when the malaria control project has been underway for several years, agricultural output in these regions, some of them the richest farm land in Iran, will rise appreciably. Here is an answer to the population experts who often have pointed out that health improvement programs simply aggravate food shortages and related problems.

This confident prediction is based on experience, too. From the WHO malaria control demonstration team in the East Bengal area of Pakistan for the past two years comes conclusive evidence that such measures have a direct bearing on increased crop yields. In 193 square miles in which DDT was used, not a single hour of working time for the 24,000 inhabitants was lost because of malaria. In an unsprayed control area nearby, losses in working time due to this disease averaged more than one hour out of every fifty which the men and women were supposed to spend in rice fields. The healthier workers in the sprayed areas did their job so well that a 15 percent increase in crop yields was tabulated.

In contrast to the deplorable conditions which made malaria a major health menace up to the present, WHO specialists write without apology or qualification in official documents that "eradication of malaria from the world" is the goal.

Much the same story may be told about tuberculosis.

Although doctors have tried to control the so-called "white plague" ever since Robert Koch isolated the tubercle bacillus in 1882, their efforts were not richly rewarded until fairly recently. Two French scientists, Albert Calmette and Camille Guerin of the Pasteur Institute, developed a vaccine of "tamed" living bacilli designed to prevent but not to cure tuberculosis. This was done through stimulating the body to mobilize its own internal defenses, with the vaccine BCG (Bacilli Calmette-Guerin).

BCG was tested first in Paris during the middle 1920's but few countries, except in Scandinavia, took up its use before World War II. Many physicians hesitated to risk possible infection from live organisms. However, since 1940, Denmark has tried successful mass vaccinations. When the "white plague" threatened much of Europe after V-E day, the Danish Red Cross pioneered in testing large groups in neighboring countries and the "negatives" or persons who had never had any trace of tuberculosis were given BCG vaccine. To inject an infected person or a "positive" would be like pouring gasoline on embers of a fire. This, in part, accounted for BCG's early rejection by many doctors.

To protect the lives of the adults of tomorrow, demonstration teams toured many of the European countries devastated by war. When the resources of the Danish Red Cross were stretched so thin that other aid had to be asked, WHO undertook supervision of the BCG vaccination as one of its first major projects. The UNICEF joined in the work, too, by providing some of the necessary medical supplies. This anti-tuberculosis campaign has remained a top priority program through the postwar years, until now most of the children of Europe as well as other parts of the globe have been checked. Last November an eight-year-old Mexican girl became child No. 30,000,000 to be tested in the BCG vaccination campaign under way on three continents.

WHO OFFICIALS NOW BELIEVE THAT THE TIME IS RIPE TO press forward with tuberculosis control measures on a truly global basis. In many localities where BCG vaccination has been used in the postwar years, tuberculosis rates have fallen spectacularly. A recent health study described the work as "verging on the dramatic." For instance, death rates from tuberculosis in France were cut nearly in half from 1941 to 1949. In Italy, the 1949 percentage was even less than half that of 1942 and 1943, years in the midst of World War II.

New drugs have come to aid those suffering from tuberculosis. Good results have followed the use of the "wonder drug" streptomycin in treatment. Yet impressive as these have been, one can but wonder, the human suffering entirely aside, if it might not be cheaper to try an ounce of prevention in the form of BCG vaccinations rather than treatments of the infected with streptomycin and other new methods. The entire WHO budget for tuberculosis work, even as expanded to meet demands under the Point Four program to give technical assistance to underdeveloped areas throughout the UN, would total only slightly more than $1,000,000.

While not a killer on the scale of malaria or tuberculosis, venereal diseases cause fatalities and even more frequently change an efficient worker into an economic

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burden. Injury and death of new-born infants also is attributable to venereal diseases.

Penicillin, one of the mold antibiotics, has been a great boon in treating syphilis, gonorrhea, and other venereal diseases. In many instances, a single "shot" of penicillin kills the causitive agents of such diseases. Manufactured from cultures of mold by a highly technical process, penicillin also has a 95 percent record in preventing congenital syphilis in new-born babies, regardless of the stage at which the antibiotic is administered to pregnant women.

Demonstrating that nations, even in 1951, can join together in a humanitarian crusade, five countries bordering on the Rhine River have established an International Anti-Venereal Disease Commission within the WHO framework. Belgium, France, the Netherlands, Switzerland, and the German Federal Government early this year agreed to set up a network of diagnostic treatment centers at the principal river ports and to coordinate the anti-venereal services of the five countries. Medical examination, treatment, and hospitalization, if needed, will be available in any port regardless of the patient's nationality. WHO officials claim the goal of the Rhine Commission, the first of its kind in the world, will be "ultimate elimination of VD along Europe's Rhine River."

From a WHO venereal disease demonstration team in the remote Himalayan foothills on the trail from India to Tibet came a story of how a one "shot" technique for penicillin treatment worked out by the United States Public Health Service's VD laboratory on Staten Island, New York City, was tested with impressive success. But it required quick thinking to do it.

In one area, some 1,600 infected natives received a single shot of penicillin in an oil solution. The technique had passed only its limited clinical tests. This was to be the proving ground for all the anti-VD work in India.

When the crew returned four months later, the local doctor reported that only one new case of syphilis had entered his clinic during the entire period the members had been away. Previously, approximately twenty cases had appeared for treatment each month. But to the horror of the team members, none of the original group would appear for a test. They insisted that the blood samples (needed to check on the value of penicillin treatment) were in fact being sent to Kashmir, where fighting was going on, as blood donations for Pakistan troops. The team's leader ordered his bacteriologist to join him so that all the laboratory work could be done on the spot.

Two days later, the bacteriologist arrived. Patients could watch as the doctors examined the blood specimens—and then poured the residue on the ground. The rumor of Kashmir blood shipments was forgotten.

Confirming the results by checking approximately 500 of the original group, the WHO team's report brought about extension of the one "shot" penicillin treatment wherever in Southeastern Asia the governments requested assistance, so far as funds allowed the work to continue.

With all the modern tools to combat venereal diseases, WHO specialists predict they could dry up the reservoirs of infection and control these diseases everywhere. It might take years and, of course, it would take funds, but, they claim, it is an attainable goal.

While WHO has given highest priority to malaria, tuberculosis, and venereal diseases, its administrators fully realize that chemicals alone can never do the whole job of bringing good health to all the world. Their planning is done against the background of a national public health organization that can promote environmental sanitation, proper nutrition, and good housing, as well as health education for the public generally.

Positive aspects in world health, too, are emphasized. This approach expresses itself, for instance, in improved mental health for all and in maternal and child well-being. Other activities include such technical services as setting up international measurements for dosages of various medicines whether they are used in New York City, Paris, Rio de Janeiro, or Calcutta; reporting outbreaks of plague, cholera, smallpox, or other serious epidemic diseases anywhere in the globe so that local health officials may organize their own defenses; publishing for all the world the latest advances in public health techniques. But the most dramatic work continues to be taming diseases now roaming large areas of the earth virtually without restraint. More and more countries, thanks to WHO, are starting this health crusade. The UNICEF is helping, too. So is the United States Economic Cooperation Administration ("Marshall Plan") in some areas.

When the WHO Regional Committee for Southeast Asia opened its annual meeting last September at Kandy, Ceylon, the "common people" of Indonesia, newest of the United Nations, sent a dramatic message of thanks. It graphically recited what the agency can do, given the funds:

"We want to tell you that already thousands of our people who were sick now are well," the message said in part, "and we wish we could show you the joy of mothers watching their children play without more suffering. We wish to thank you for the part you have played in restoring the miracle of health to the long-suffering people. . . .

"We do not imagine that WHO is a fairy godmother who with a wave of her wand can accomplish miracles. We appreciate its intention to give hope in order that we may help ourselves.

"With our own experience behind us, we know what can be accomplished with determination, courage, and initiative. We ask that WHO continue its work. With the aid of those fine qualities and in the light of your noble ideals, that determination will be matched, that courage follow, that initiative strive to equal, and together with you will we progress toward our mutual objective—an end to the sufferings of the people."

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THE COMMON WELFARE

The Bible and Public Welfare

THE FOUNDATION FOR ECONOMIC EDUCATION, "a nonprofit educational institution," has established a new record in confusing issues in its most recent pamphlet of a series attacking public efforts for human welfare. In "Charity, Biblical and Political," Russell J. Clinchy, pastor of the First Church of Christ, Congregational, Hartford, Connecticut, decries all forms of public welfare as denying the charity of Christ. He bases his argument on the questionable theory that love of our fellowmen and common efforts to prevent misery are mutually exclusive. Deploring all taxation to meet any form of human need as an evasion of personal responsibility, he presents an argument against voting for the acceptance of any public responsibility ("voting to take other people's money by force" for welfare purposes) that would seem to give property a greater spiritual value than human life.

"Do the advocates of social security legislation, relief laws, United Nations rehabilitation programs, Point Four, and other compulsory governmental schemes to aid poor and unfortunate people do their alms in secret?" asks Dr. Clinchy. His implication is that if they do not, they are doing something sordid. But his readers, too, may have questions:

Would it be more sordid for the people of the United States to rise up and demand urgently that Congress send wheat to India than it would for them to read at their well laden breakfast tables of men, women, and children to whom they have sent no aid dying of hunger on the streets and along the roads of India?

Does Dr. Clinchy remember the depression of the Thirties? Were the men who sought food for themselves and their families in others' garbage cans, before the public programs got underway, more degraded by this experience or by the chance the public programs gave them to get on their feet again?

Dr. Clinchy charges that public welfare programs and the social insurances are "spurious schemes that now masquerade under the name of charity." On this score he need have no fear. Well conceived programs of public welfare make no pretense of being charity, for charity, intrinsically, is a personal affair involving our attitudes and actions toward others. On the other hand, public welfare services and social security programs in a democracy, are the joint attempt of human beings to meet the hazards to human dignity and health which grow out of the increasing complexity of an industrial society. To suggest, as this pamphlet does, that if free people choose to tax themselves and establish programs to cope with preventable misery they will do away with charity, belittles the human spirit and misconstrues the Christian concept of charity—a compassionate appreciation of our fellowman, which is sometimes simply translated "love."

Reports are that the Foundation for Economic Education has sent this pamphlet to 100,000 clergymen. Many of them will be shocked into wondering about the nature of this "educational" organization which sets down its purpose as "a search for truth in economics, political science, and related subjects."

Some Germans View the American Scene

FOR THE PAST THREE YEARS, THE YOUTH Division of the National Social Welfare Assembly has cooperated with various governmental bodies in exchange programs for German youth and community leaders. Last year, 100 German men and women spent from two to six months in this country, studying and participating in the work of a variety of community agencies, in programs tailor-made to fit the background and interests of each visitor.

The 1951 program has a late start, because of visa delays under the McCarran Act, but this bottleneck appears to have been broken by recent interpretations. The Assembly expects that 150 German participants soon will be on their way to this country. Meanwhile, the name of the undertaking has been changed to the International Leadership Project, since Austrians and Japanese are included in it this year.

A report on the 1950 experience, recently issued by the Assembly, shows the type of program arranged for the visitors last year, and indicates the sort of experience that will be provided the 1951 participants. The programs of the Germans were sponsored locally by community planning bodies in welfare and recreation, youth agencies, colleges, and universities.

The Commission on Occupied Areas conducted an orientation program in Washington, D. C. An additional orientation week in New York City included visits to museums, radio stations, schools, community centers, the United Nations, and the national headquarters of youth and community agencies.

Each visitor spent from two to ten weeks in each of three to six widely scattered American communities. They not only observed and participated in going projects in community organization, recreation, education, union activities, and so on, but also were entertained in American homes, and were helped in every possible way to explore the American scene.

The chief aim of the project was "to demonstrate by example rather than precept, a way of life." It was this aspect of their American experience which most deeply impressed the Germans, virtually all of whom were enthusiastic about their weeks here. With very few exceptions, the comments of the sponsors following the visits were equally enthusiastic. Those close to the program view it as evidence of the receptiveness of German community leaders to new principles and practices in welfare, education, and community planning.

The International Conference

THE SIXTH WORLDWIDE MEETING OF the International Conference of Social Work will be held in Madras, India, in December 1952, according to a recent announcement of the president, George E. Haynes of Great Britain. The theme will be "The Role of Social Service in Raising Standards of Living." The program will stress the social welfare needs and problems of underdeveloped countries, especially the Far East.

Since its beginning, the International

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Conference has met in Paris (1928 and 1950), Frankfurt-on-Main (1932), London (1936), and Atlantic City (1948).

In an effort to make it possible for as many Americans as possible to attend the Conference in India, the United States Committee is working on plans for group travel to and from India at reduced fares. Further details soon.

Rebuttal to Legislative Assistance Probe

PENNSYLVANIA IS AMONG THE MANY states which have recently been in the throes of a public assistance investigation. There, last March, the Joint State Government Commission, a body representing both legislative houses, submitted a report to the state assembly recommending a complete overhauling of assistance policies by throwing the main responsibility for administration and financing of general assistance back to the counties. Compared with investigations elsewhere, the Commission's study was conducted with a minimum of fanfare and recrimination, though it included the somewhat novel device of using the State Police as field investigators, and made economy rather than service the main criterion for its conclusions. The gist of these is that the state has been unnecessarily extravagant in assistance expenditures.

The Pennsylvania Citizens Association for Health and Welfare, long the voluntary watchdog of public services in Pennsylvania, last month questioned many of the Commission's conclusions.

"Many readers may wish," the Association suggests, "that the report had directed some attention to the real objective of the program." And it quotes the statement of legislative intent of the Public Assistance Act, which requires the program to be administered "promptly and humanely, with due regard for the preservation of family life . . ." and "in such a way . . . as to encourage self-respect, self-dependency, and the desire to be a good citizen and useful to society."

Taking issue with the report's "assumption" that local financial participation in assistance would save money and make for better administration, the report points to the strengths of a decentralized state program which assures equalization of treatment across the state and nonpolitical control. It points to the fact that a wide fluctuation in need and resources between the counties led to the adoption of state financing.

To counteract the report's using as evidence of extravagance the fact that between 1938-50 public assistance grants have increased more than the cost of living, the Association produces another fact: At no time have the grants met the actual minimum cost of living as determined by the Department of Public Assistance's annual cost of living studies, the current deficiency being 10 percent.

The Association denies the report's assertion that public assistance expenditures in Pennsylvania are comparatively high as compared to the whole country.

It decries the fact that the Commission failed to give real attention to two problems which directly affect the efficiency and understanding of the program: the rapid turn-over in personnel and the need for strengthened citizen participation in policy-making and administration.

In sending this point-by-point rebuttal to newspapers and radios throughout the state, the Association was following its traditional policy of taking up the cudgels for public assistance during the recurrent economy attacks. Thus, it has provided an example of the "voluntary" voice raised in support of public welfare advocated in the April 15 issue of *Channels*, bulletin of the National Publicity Council for Health and Welfare. Pointing out that the interpretation of public welfare programs should be done by the departments "long before an attack precipitates a crisis," *Channels* goes on to say that "when the attack comes, as attacks are coming now all over the country, then the public welfare department is . . . the poorest spokesman for itself . . . " and the voluntary agencies must come forward "demanding that the true facts be revealed, and . . . standing up stoutly and publicly for good assistance laws, well-administered."

Delegate Action At AASW Conference

TEN AREAS OF RESPONSIBILITY WERE accepted by the 1951 delegate conference of the American Association of Social Workers in Atlantic City as guides for designing the Association's future program. Their broad range from "definition of scope and function" to "social action" reflect this professional organization's increasing interest not only in protecting qualifications for practice, but in providing a means for concerted effort to increase the body of knowledge available to social workers and to translate their concern for human integrity into accepted social policy. They included, besides the two already mentioned; formulation of social policy and standard setting; research and experimentation; education; intraprofessional cooperation; professional literature; public understanding and participation; regulation of practice; interprofessional cooperation. This spelling out of responsibilities came as a result of a progress report of a committee on mid-century appraisal appointed a year ago.

Progress in one of these areas, intraprofessional cooperation, was also the subject of considerable attention. A year ago, after two years of unsuccessful effort to effect some kind of integration, the five professional organizations of social workers—the AASW and the associations of psychiatric social workers, medical social workers, group workers, and school social workers—established a Temporary Inter-Association Council to study various forms of coordination. The Council's masterly report, set before the delegates this year, offered three alternatives: a permanent inter-association committee to work on special projects, with temporary project staff only; a federation of social work organizations, with a small permanent staff, to work on common concerns and projects; an amalgamation of the five organizations, with a large staff and divisions to maintain the identity of the specialties.

The AASW delegates accepted the report with instructions for it to be sent on to the chapters for study and recommendations. Their temper toward some sort of professional coordination as soon as possible was indicated by the resolutions authorizing the board to undertake negotiations with other professional organizations after January 1952, if reports from the chapters are favorable. They also voted a formal expression of opinion that the work of the TIAC was completed.

Social action was involved in nearly all the resolutions adopted at the final meeting. Among others were those calling on the board for leadership in:

Counteracting current threats to basic professional principles in public assistance administration; condemning attacks on the civil rights of social workers; bringing to the attention of the proper government officials the importance of insuring that the benefits of Point IV programs accede to the whole population of the country involved; notifying the President of the United States and Congress of the importance of sending grain to India; analyzing and interpreting the present effects of the emergency mobilization on health, welfare, and educational programs.

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America: Where Stands She Now?

RICHARD L. NEUBERGER

AMERICAN RESOURCES, by J. Russell Whitaker and Edward Ackerman. Harcourt, Brace. $6.75

TREE CROPS, by J. Russell Smith. Devin-Adair. $6

UNCLE SAM'S ACRES, by Marion Clawson. Dodd, Mead. $5

WHEN HITLER FIRST BEGAN MENACING the peace of Europe, it was widely predicted that he could not succeed because Britain "had all the gold." But the Nazi dictator demonstrated that other resources could feed divisions and build tanks and planes. This costly and tragic lesson has resulted in a new valuation all over the world of a nation's potential strength. No longer are gold reserves or foreign exchange taken into account. It now is understood that these are largely synthetic considerations—man-made and thus disposable by other men, perhaps men who are enemies.

Only two things really matter on "the day that Heaven is falling." These things are manpower and natural resources. A country can defend itself or invade its neighbor without gold bullion or a highly-rigged currency. But it can do neither without food, steel, timber, manganese, electric power, coal, and perhaps Plutonium-235.

Where does the United States stand with respect to its inventory of resources? Have we scraped the bottom of the barrel or is our storehouse full?

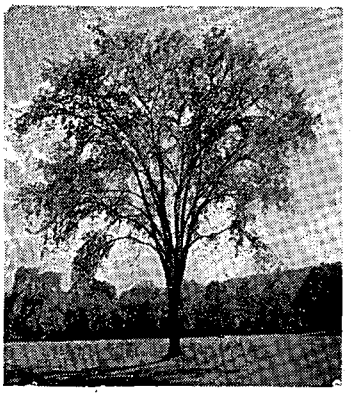
Incongruously, both conclusions are true. We have plundered our continent shamefully; yet we have developed techniques and plans to restore the soil and forests and watersheds, if only we have the wisdom and discipline to do so.

J. Russell Smith, one of America's illustrious geographers, points out in "Tree Crops" that we have destroyed "the homelands fit for the sustenance of millions." A fourth of our crop acreage is crumbling away. Some U. S. counties were nearly worn out, agriculturally, as early as 1850. But Mr. Smith sees a solution. It is the tree.

In his opinion, the tree is "an engine of nature." By planting the right kind of trees, he would extend farming to hills, to steep slopes, to rocky places and to realms where rainfall is deficient. Trees are "water-holding," explains Geographer Smith. Therefore, they will produce crops on dry lands. This could double the nation's agricultural yield.

Mr. Smith is as full of facts as an orange is of juice. He points out that 80 percent of all America's crop acres exist to feed animals—that is, cattle, sheep, hogs. "Food for animals is the chief objective of the American farmer." Americans are eaters of meat and poultry. Even the families in the low income brackets will be satisfied with only so many meals of macaroni. After that, the husband's needed new double-breasted is sacrificed, and the household eats pot roast.

This, then, is the theme of Mr. Smith's fascinating volume: "When tree agriculture is established, chestnut and acorn orchards may produce great forage crops, and other orchards may be yielding persimmons or mulberries, crops which pigs, chickens, and turkeys still harvest by picking their own food from the ground. Still other trees will be dropping their tons of beans to be made into bran substitute. Walnut, filbert, pecan, and other hickory trees will be giving us nuts for protein and fat foods. . . ."



EDWARD ACKERMAN AND J. RUSSELL Whitaker are a pair of college professors without any cosmic ideas for renovating American agriculture. They leave the original suggestions to others, letting J. Russell Smith propose hillside tree farming and Vihljalmur Stefansson urge musk-oxen propagation in the tundra fastnesses of the Northwest Territories.

But Mr. Ackerman and Mr. Whitaker have prepared an excellent and thorough abstract of the resources of the United States. It tells, with facts and charts and maps, exactly where America stands in A. D. 1951 so far as natural wealth is concerned.

Nor are they without interest in the social aspects of resource protection. They cite the significant fact that "tenant-farming in America normally leads to soil erosion and depletion." The tenant generally has fewer livestock and less land in Soil Conservation Districts than does the owner-operator. Obviously, the production of the nation suffers as a result. The book "American Resources" makes the reason clear.

Farms are rented for a year at a time. The tenant does not know whether he will be back. Why should he conserve sod he furrows only ephemerally? "The tenant is here today and gone tomorrow." There is little doubt that the Messrs. Ackerman and Whitaker believe America's sinews will be strengthened if men till their own soil and not that deeded to absentee owners.

Yet the authors of this book do not want all land developed. They believe it is as important for urban dwellers to have recreation in the outdoors as for

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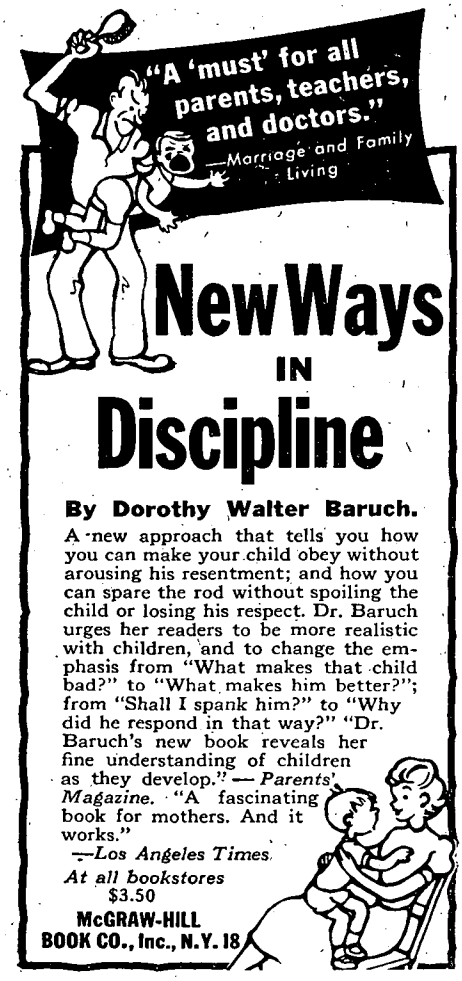
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Social welfare in capsule form

HERE, for quick, easy reference is background material on all of the social sciences. Under such entries as "social work," "psychiatry," "child welfare," "social settlement," "sociology," "family," "juvenile delinquency," "recreation," "alcoholism," and "community chest" is succinct information on every aspect of the individual in his relation to society. Short bibliographies supplement what are actually comprehensive reading courses, boiled down to single paragraphs. "A one volume reference library which has never been equalled." *Sterling North.*

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farmers to plant orchards and fields. They cite with approval George Wehrwein's claim that "recreational use of land near large centers of population is the highest use of land." In other words, all forests should not be felled for houses, furniture, or even barracks. Some must be spared for fishing, hunting, and hiking. There have to be museum pieces of the America of the frontiersmen, so men and women a century from now will realize what kind of terrain Lewis and Clark tramped through on that first of all journeys to Oregon.

People who combine a concern for the land with an interest in politics will want to know of one conclusion reached by the writers of "American Resources." The authors believe that conservation attained its greatest advances during two somewhat separated periods in national history, "the first captained by Theodore Roosevelt, the second by Franklin D. Roosevelt." John Muir and Gifford Pinchot were the leading lieutenants of the first Roosevelt. Significantly, none of the conservation aides of the second Roosevelt receives a brevet from these professorial experts on soil, water and timber.

MARION CLAWSON IS A CONSERVATION lieutenant in the administration of Harry Truman. He heads the Bureau of Land Management, an agency of the Interior Department. This, in itself, somewhat circumscribes some of his opinions and descriptions. For example, he mentions the heavily-forested Olympic peninsula, but does not tell of the political struggle in which the Interior Department and the Department of Agriculture literally shredded each other over jurisdiction.

Mr. Clawson tells of the Oregon and California revested land grant, a vast and extremely valuable fir area returned to the government because a wagon company in the pioneer era did not fulfill its contract. But he steers prudently away from the fierce controversy now shaking the Northwest over access roads into this virgin stand of lumber. Shall the roads be controlled by a few large operators, or shall they be available to all logging companies? Millions of dollars depend on the answer to this question, and perhaps Marion Clawson himself will make the ultimate decision.

Mr. Clawson strikes a vigorous blow for regional valley authorities of the TVA breed. A so-called "bureaucrat," he nevertheless contends that "the weaknesses of the functional Bureau are the strength of the valley authority." By this Mr. Clawson means that the valley authority studies each program in relation to others—flood-control, hydroelectric power generation, forestry, agriculture, fisheries. The traditional federal agency concentrates on one more phase of this, and lets the Devil take the hindmost, so far as the rest are concerned.

BUT PROFESSORS WHITAKER AND ACKERman are not so sure of the valley authority idea. They are enthusiastic over TVA, yet they warn that the TVA type of administration "might be ill-suited to New England or the Middle Atlantic states, for example." They also warn that a valley authority in the Columbia Basin would "merely redecorate patterns which already have been set up." Of course, this warning has yet to be tested. Many of the pioneer advocates of dams on the Columbia insist that only a Columbia Valley Authority can insure the benefits of these public edifices going to the widest possible number of people.

All three of these books are valuable in this period of international crisis. It is well that Americans, ever so often, take stock of the natural wealth on which such symbols as currency and stocks and bonds eventually must rely. Money, indeed, may be printed casually. The wretched and bare Balkan nations have beautifully engraved bills. But only the products of pasture and grove and mine can reinforce money with purchasing power.

Mr. Neuberger, a member of the Oregon state senate, is also free-lance journalist and a frequent contributor to this magazine.

✦ ✦ ✦

THE WATER AND THE POWER — Development of the Five Great Rivers of the West, by Albert N. Williams. Duell, Sloan and Pearce. $4.50

PUBLICATION OF THIS BOOK FOLLOWS hard upon the completion of the tremendously important President's Water Resources Policy Report, which in all likelihood will set the pattern for our future use of this basic resource. In fundamental outlook, "The Water and The Power" has deep kinship with the President's Report, and in a sense it implements it in a very helpful way. If we are to have a new, coordinated, and enlightened national policy toward water, there must be popular understanding. In this regard Albert Williams' book makes a decided and valuable contribution.

Mr. Williams is a westerner, and his

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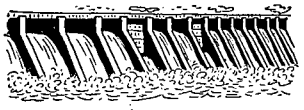
story deals with the development of the five great rivers of that huge region beyond the 98th meridian. It is an exciting narrative of how men have lived in an arid land and dealt with a limited resource. It is the story of floods and drought and the varied attempts of men to harness turbulent rivers to their own use. Finally, it is the story of the slow adjustment of a people to the harsh realities of the region to which they had come, bearing notions, customs, and legal patterns ill-adapted to the West.

As a narrative, "The Water and The Power" is first rate. But there is more than good narrative in this book, and it is not simply the story of the West. The author has told the tale of his selected five rivers to point up the various approaches to water development



during our age of reclamation, and behind the story is a considered opinion, an outlook, and an advocated policy for the future.

Beginning with piecemeal local attempts on the Rio Grande, Mr. Williams traces the evolution of methods through the State Compact idea on the Colorado and the emergence of the Inter-Agency approach that evolved out of the Pick-Sloan affair on the Missouri in the struggle for and against the River Authority idea. Finally, he shows the coming of multiple-purpose installations in a river basin approach to water development as it took its early form upon the building of Hoover Dam, and as it has been formulated for the nation in the Water Resources Policy report.

To Albert Williams, the over-all, coordinated river basin handling of water is on the books of the future. The tragic inefficiencies arising out of competing agencies—state and federal—he thinks will not long be stomached by an informed people, and the shortsighted, socially blind methods of the Army Engineers only excite his contempt. He sees the problems and difficulties which have been presented by the Tennessee Valley Authority, and faces them squarely. But to him regional administrations, coordinated through federal policy, constitute the only wise approach to the use of "water/power," both of which are public resources, not commodities, and must be handled according to the needs and demands of the whole people.

P. ALSTON WARING
New Hope, Pennsylvania

WATER, LAND, AND PEOPLE, by Bernard Frank and Anthony Netboy. Knopf. $4

CONSERVATION OF NATURAL RESOURCES, edited by Guy-Harold Smith. Wiley. $6

FLOOD EMERGENCY IN THIS COUNTRY has become almost chronic, and heavy expenditures for "control" a habit. The U. S. Corps of Engineers has been damming, dredging, and building levees for a hundred years, spending $10 billion for Mississippi River levee construction alone.

Yet the newspapers carry bigger and better flood disaster headlines, the Red Cross calls for funds to aid flood victims . . . and Congress continues to appropriate hundreds of millions of dollars a year for engineering remedies that have failed utterly to bring a cure—if there is any cure.

Although more spectacular than most, flood control is only one aspect of conservation receiving increased attention from the uneasy taxpayer. Conservationists are no longer a little band of crusaders; they are growing in number, in power, and in articulation, largely in response to public demand for reappraisal of past practices.

That is why these two fine books on conservation have just appeared.

"WATER, LAND, AND PEOPLE" DEALS mainly with the use and abuse of our water resources, which the authors correctly regard as the key to other resource problems. Historical in perspective but up to the minute in time, lively in phrase but soundly grounded in fact, this remarkably well-written book is the happy collaboration of technician and trained writer.

Because of its solid approach and factual coverage, "Water, Land, and People" would make an excellent companion volume to "Conservation of Natural Resources" in school curricula. Textbooks are traditionally "studied" rather than read, but should readability militate against textbook consideration?

With "Water, Land, and People" assigned as *required reading*, and "Conservation of Natural Resources" as *optional* (the converse of common practice), more students "taking conservation" might become interested in the subject as well as in their grades.

"CONSERVATION OF NATURAL RESOURCES" is obviously and unashamedly a textbook, the reliability of source and comprehensive detail of which insure inclusion in the college curriculum. It is

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THIS NEW VOLUME continues the general plan of previous issues, reporting the current status of organized activities in social work and related fields, emphasizing the important changes and developments of the past two years—with a special article on implications for social work of the defense emergency—and it includes selected bibliographies and directories with 549 national and international agencies in the field.

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made up of contributions by twenty specialists, nineteen of whom are past or present university or college professors, and one a federal official.

The original edition was published in 1936, and a revised edition three years later. The new edition should be even more successful. Most of the original chapters have been entirely rewritten to bring them up to date. The chapters cover the history of conservation in America and the public domain; soil, grass, trees, and reclamation; forest resources; water supply, water power, waterways, and flood control; minerals, wildlife, and fish; recreation and man; and state, local, and national planning. It is generously illustrated and every chapter has a list of references.

WALTER SLAVIK
Water Pollution Control Division
U. S. Public Health Service

Other New Books

PRINCIPLES AND TECHNIQUES IN SOCIAL CASEWORK, Selected Articles 1940-1950, edited by Cora Kasius. Family Service Association of America.

BEFORE JOHN GUNTHER COULD GET around to it, the Family Service Association of America has put out a volume to show what went on "inside social casework" in the 1940's.

This collection of thirty-two articles, all of which have appeared in what is now known as *Social Casework*, casework's professional journal, and many of which were adapted from papers given at important professional meetings, is intended to be a first-hand source on significant developments in the field during that decade. The resulting casework "flavor of the Forties" is compounded of philosophy, teaching, supervision, and practice. It is not a full flavor, for, as the editor points out, the task of selection was a difficult one and it was finally agreed to do it on the basis of a focus on "some underlying principle or basic technique."

What exactly did go on during this ten-year period, as revealed by these offerings of casework's philosophers, teachers, and practitioners, it might be hard even for Mr. Gunther to decide. One is left with an impression that casework, as an administrator of a large casework agency recently told a *New York Times* reporter, "is a little like the perennial college student who never trusts himself to put his knowledge to full use but rather seeks perfection through more learning . . . and academic debate. . . ."

It does seem that there are puzzlingly few reminders in this volume that this was a world-shaking decade—a decade of world war, a decade when democracy went on trial, a decade when the first precious tendrils of international unity appeared, and when people (casework's real business) were struggling for life and liberty in almost every part of the world.

This is not to say that our oldest social work discipline was fiddling while Rome burned. In the casework microcosm, a good deal of progress was being made in gaining insight into human behavior and into the dynamic relationship between people and their surroundings. And in this volume, as in nearly all casework literature, one may discern the lifeline which links the casework world with the world in which it lives—the fact that at the core of its philosophy and practice is the intent to help with man's universal struggle to free himself for growth.

In one of these articles, "A European View of American Social Work," Jan F. DeJongh ventures that "if social workers are not too exclusively preoccupied with their own jobs and worries, they can make a magnificent contribution to many other fields," because of their skill in "the art of communication and cooperation between human beings." Perhaps an "inside social casework" volume for the 1950's will record the realization of some of these potentialities.

MARION ROBINSON
New York City

THE HEBREW IMPACT ON WESTERN CIVILIZATION, edited by Dagobert D. Runes. Philosophical Library. $10

THE IDEA WHICH GAVE BIRTH TO THIS volume was a happy one. It is to be hoped that this compilation will find its way into the hands of those who can help lift men above the prejudices that are often born of ignorance.

For the editor has chosen his seventeen contributors well. Some of them, such as A. A. Roback writing on the Jew in modern science, or Karl Schwarz dealing with the Jew and Western art, have written monographs which might have formed separate volumes. Others whose contributions are outstanding in their originality and their comprehensive

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summarizing of little known facts are Abraham I. Katsh (Jewish foundations of American democracy), L. C. Bernard (Jewish sociologists and political scientists), Paul Nettl (music), Walter Sorrell (the dance), Richard Van Dyck (journalism), Hugo Bieber (Jewish explorers), and William B. Ziff (soldiers and strategists). Vergilius Ferm contributes a notable chapter on the Jewish fountainhead of Western religion, although one must dissent from his characterizing the three schools of Jewish thought at the time of Jesus as "fanatical eccentricities."

The chapter on the Jew and the law is out of balance and inadequate, and that by Hugo Bieber is a somewhat sketchy listing of Jews in public office. Maurice J. Karpf has marshaled interesting facts about Jews in social service, though from this it is difficult to draw conclusions as to their influence in this field.

The various contributions of Solomon R. Kagan (modern medicine), Rudolf Kayser (literature), Curtis Lubinski (drama, theater, and film), and Kurt F. Leidecker (philosophers)—this last excessively preoccupied with German Jewish philosophers—are all competent, industrious, and enlightening. Many of the contributors enrich their marshaling of names of Jewish contributors to Western civilization with generalized characterizations which are often acute and convincing, and Cecil Roth's summary of Jewish cultural influence in the Middle Ages is a striking essay based on wide knowledge. The fact that every chapter in the book lists bibliographical sources for its facts adds markedly to its value.

One would wish that greater editorial care had been exercised in avoiding the frequent misspelling of names, and in anglicizing the very many German spellings of names. Indeed, because of vagaries in spelling, one individual may appear in the index sometimes under two and occasionally even under three disconnected listings.

One might also ask for a more accurate title than the book carries, for this work has nothing to say about the influence exerted on Western civilization by the Hebrews of Biblical times or by the Hebrew language. It is an encyclopedic presentation of the influence of individual Jews on the civilization of the West. The men cited are Jews by religion or Jews by birth, or, occasionally, Christians of Jewish background. The preface, too, leaves much to be desired in temper, word, and spirit.

For the rest, the book constitutes a bland listing of cumulative and inescapable facts. This is preeminently useful and purposeful. For while ill-will cannot be eradicated by facts, yet knowledge gives greater understanding to men of good-will.

D. DE SOLA POOL
Rabbi, Spanish and Portuguese Synagogue, New York City

HOW IT FEELS TO BE A TEACHER, by Mary V. Holman. Bureau of Publications, Teachers College, Columbia University. $3.25

HOW TEACHERS FEEL ABOUT THEMselves, their jobs, the children they teach, the people they work with, and the communities in which they hold the status of "teacher" is described by Dr. Holman, in this fresh and stimulating book.

The social and professional life of a teacher requires many adjustments. How the teacher feels about them has hitherto not been treated in educational literature. It is time that thought be given to the problem now, for communities are awake to the need of recruiting and holding teachers, and the profession is earnestly engaged in making known the necessity for recruiting only the ablest.

Dr. Holman says her book is intended for the teachers themselves, for administrators, parents, and prospective teachers. To each there is a message that will prove fruitful. Particularly to parents, it would seem to this reviewer, for in describing the perplexities and dilemmas, the joys and rewards of the teacher, she reveals much that parents need to know about their own children and about the teachers who minister to them.

Teachers and their five masters, "pupils, parents, board of education, the administrator, and the community," are all a part of this book. The many roles which the teacher must play are described with sympathy, some humor, and with recourse to case histories made available to the author through members of summer classes who have had varied experiences in all sized communities and schools in widely scattered parts of this country.

On one point, the reviewer would quibble with the author. Because, says Dr. Holman, 80 percent of the teaching profession are women, all references to the teacher take the feminine form. Since the study is devoted almost exclusively to

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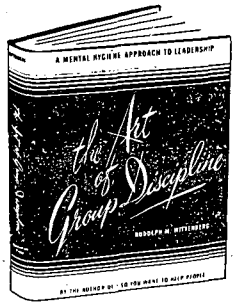

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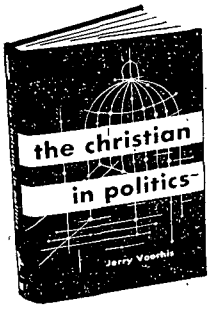

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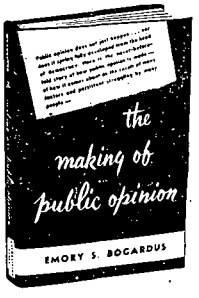

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Letters & Life

from page 297

women teachers, that is perhaps justifiable, although it might have been advisable to consider titling the book to indicate that fact. The generic form *he* does refer to both sexes whereas *she* does not. In due justice to the other 20 percent, the pronoun *he* would seem indicated. Perhaps Dr. Holman will again serve the profession by a study which includes the whole profession in which there is a trend toward including more and more men.

BERNICE DAINARD GESTIE
Managing Editor
Minnesota Journal of Education

STUDIES IN LEADERSHIP: Leadership and Democratic Action, edited by Alvin W. Gouldner. Harper. $5

MANY PEOPLE DETEST THEIR BOSS. IF you ask them who is their leader, they mention a senior colleague, or someone altogether outside their profession whose advice they seek and follow. In former times, the journeyman also often grumbled; but he accepted his master's leadership as a matter of course.

Most of us vote at times for a person about whom we know nothing or of whose qualifications we may be far from convinced. An essential element of democratic leadership is lacking: we do not respond to a stimulus emanating from the person himself.

The nature of leadership in democratic society has only lately been scientifically explored. Of the many writers who have tried to clarify the processes of democracy few have come to grips with its essential problem: the representation of the individual will in the formation and expression of the collective will.

In these circumstances, the symposium which Mr. Gouldner has prepared is a distinguished achievement. It is composed for the most part of previously unpublished papers, from the vantage ground of different social disciplines, some of them by men in the forefront of contemporary social science, others by men as yet little known.

It is not an accident that such a work appears at this time. The old landmarks of social organization are disappearing under a flood of national and even international movement. Yet, the little neighborhood association in which people meet to protect their interests as taxpayers—having nothing else in common—may be a more artificial structure than some fraternal order whose hundred thousand members are dispersed over three continents. Unless carefully nourished, the intimate association between leaders and followers is lost with the widening of the average citizen's horizon. The security which he enjoyed in simpler societies through his status as an active participant has given way to an attenuated sense of membership, with a far lower degree of felt responsibility.

On the surface it may seem as though we were engaged in a struggle between totalitarianism and democracy, but the real crisis of our time lies in the deterioration of the democratic concept itself. Where once he could act with others on matters of common concern as an equal among equals—however small their stage of action—the average man today can but acquiesce, or refuse to acquiesce, in a multitude of decisions made for him elsewhere.

To understand this crisis, to find a way back to a genuine taking of counsel together are the first steps toward true democracy. The old demarcations between social groups cannot be rebuilt. Still on the basis of divergent interests we must build democracy within the vaster frame of a coherent world civilization. But even these initial steps require a new training for leadership, and in this the present volume takes rank as the first really adequate tool.

Author of "Democracy Through Discussion" BRUNO LASKER

WITCH HUNT—The Revival of Heresy, by Carey McWilliams. Little, Brown. $3

CAREY MCWILLIAMS' MAIN THESIS IN his new book is that loyalty oaths, Un-American Activities Committees, and anti-Communist laws are merely current manifestations of an age-old hunt for heretics common to many lands. He believes that it is not really the Communist heresy which the persecutors attack today but rather the principles implicit in the growth of governmental planning in the economic life of our nation. Therefore, he submits, those who today seek to whip the American people into accepting an anti-Communist police state will oppose with equal vigor and similar witch hunts any movement which threatens their economic position, be they partially secret groups like the Communists or open membership organizations like Americans for Democratic Action. The problem, he says, is not how to unearth and deal with the heretics, but how to eliminate the causes which have created them.

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McWilliams is most incisive when he treats the problem of witch-hunting in the academic field. He shows how fear and the rolling snowball effect of punishing unorthodoxies have blemished the hitherto clean academic freedom records of Oregon State College and the Universities of Washington and California. In recounting the California incident, he points out that the opposition of the faculty to the loyalty oath is actually inconsistent with its earlier decision to bar Communists from faculty membership. Since the professors are prepared orally to declare their stand against Communists as teachers, why shrink from putting it into writing as the trustees have demanded? But this problem pales beside the prime issue of whether persons should be disqualified as teachers solely because of their political beliefs and affiliations.

It is not easy to read without wincing the descriptions of the Un-American Activities Committee's investigation of communism in Hollywood, of Congressman Dondero's crusade against communism in modern art and of Senator McCarthy's boisterous, though unproductive, search for hordes of Communists in the State Department.

The last portion of the book attempts a scientific analysis of witch hunting—past and present. This reviewer, however, was not convinced that a thorough study of early persecutions of heretics reveals either the cause or direction of the present problem in the United States. The lessons of the persecution of "heretics" by Roman Catholics, of Catholics by Protestants, and of witches in New England do not touch some of the more subtle problems inherent in the Communist bogey today.

A major criticism of the book is that McWilliams has written as though he has not heard of the activities of the Soviet Union in the past five years. Nor does he seem to be aware of the import of the Coplon and other espionage trials here or of the Klaus Fuchs episode in England. Certainly these cases justify some sort of security safeguards, some method of screening employes who hold sensitive positions in government. Moreover, these incidents — rightly or wrongly — have been just as definitely the cause of fear and heresy hunting as the economic insecurity that haunts so many people in the U. S. and elsewhere.

In his zeal, the author, at times, makes statements as incongruous as they are incorrect. One instance should suffice. He says, "Besides, the national security of the United States is, and always will be, more gravely threatened by the person *who has no loyalties*—who is incapable of loyalty—than it can ever be threatened by a Communist loyal to his cause." Can this generalization be applied to Communists holding positions which give them access to atomic secrets?

A major problem confronting the U. S. today is to assess the magnitude and nature of the threat which domestic Communists present, and to eliminate or minimize risks which may arise from their illegal activities. But it should be reiterated that beliefs are guaranteed—and wisely so—from official suppression or retaliation, whether they are evil, fanatic, subversive or just plain stupid. Although he has omitted any discussion of how to cope with illegal acts, McWilliams has tellingly shown how unwisely we have inhibited free expression of ideas in the last half-dozen years.

Associate staff counsel GEORGE SOLL
American Civil Liberties Union

THE STORY OF MY PSYCHOANALYSIS, by John Knight. McGraw-Hill. $2.95

HERE IS A SENSITIVE, LUCID ACCOUNT of a two-year period of psychoanalytic treatment which makes clearer to the layman than any other popular work on the subject this reviewer has read, how the process of analytic therapy really works to bring about beneficial changes in the neurotic personality. Incidentally, it furnishes excellent reading for the professional in this field as well.

Such an achievement is the result of a fortunate combination of a skillful, experienced analyst and a patient who, though a scientist by profession, is also a gifted writer with an admirable facility for the arrangement of his difficult material.

John Knight (this is the author's pseudonym) was referred by his physician for psychoanalytic treatment in the hope that it would prevent the recurrence of a gastric ulcer which had nearly cost his life. His reluctance to go was terminated abruptly by a severe, temporarily incapacitating, anxiety attack which brought home to him a realization of how crippling his emotional tensions had become.

In the course of treatment he becomes aware of the hidden sources of these tensions, of his stored-up aggression, his competitiveness, his secret fear of

(Continued on page 301)

DIAGNOSIS AND PROCESS IN FAMILY COUNSELING
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Caseworkers, supervisors, psychiatrists, others contribute to this presentation of current philosophy and practice in Jewish Family Service of New York. Major divisions of the book: diagnosis and process, family counseling illustrated, counseling and psychiatry, supervision and staff training, research, illustration of family life education. $3.75

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ALL THINGS COMMON, by Claire Huchet Bishop. Harper. $3

DURING THE LAST HALF CENTURY, great masses of the workers in industrialized countries have sought to improve their working conditions and their community status through their trade union, political and consumers cooperative organizations.

For over a century, small groups of workers have also attempted to better their lot in life and to develop greater dignity in their own eyes, through the organization of producers cooperatives. For a number of economic and psychological reasons, these producers cooperatives for the most part have failed, or have been gradually transformed into ordinary profit-making ventures.

Since World War II, in several countries in Western Europe, notably in France, Belgium, Holland, Switzerland, and Italy, a new type of such cooperative enterprise has developed of interest to all students of social change. This involves an attempt at democratic cooperation not only in the workshop but in the community in which the workers live. [See "Community Living, a la Boimondau," by Claire Huchet Bishop, *The Survey,* August 1949.]

These enterprises, known as Communities of Work, are fascinatingly described in this book by Mrs. Bishop, a native of Belgium, now a resident of the United States. About sixty of these are now in existence.

Each of the communities has had many difficulties to overcome, and the

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author gives a sympathetic close-up of the human problems with which they are constantly confronted, including how the workers should be compensated for their labor. Another problem is how these communities may secure needed capital and accumulate needed reserves on which to rely in times of economic declines.

The volume gives a detailed analysis of the economic development of the first and, in some respect, the most important community—the Boimondau watchcase factory—but, largely because of the short span of life of most of the Communities of Work, she presents but few facts regarding the economic success of other experiments.

However, one cannot read the story of these courageous and socially-visioned experiments without realizing that they are providing many valuable lessons in human motivation and democratic administration, and without hoping that these pioneering efforts in social engineering will continue for many years to come.

HARRY W. LAIDLER
Executive Director
League for Industrial Democracy

THE HUMAN GROUP, by George C. Homans. Harcourt, Brace. $6

THIS IS A DIFFICULT BOOK TO ASSIMILATE. It is not that the exposition is not lucid, for the volume has real literary distinction unusual in sociological writing. But the discussion of the small human group is centered not upon description of behavior but on an effort to build a conceptual scheme in and through which sociological analysis can proceed with the greatest possible illumination. As Professor R. K. Merton well says in his Introduction, this is a contribution "to a sociological theory of the structure, processes, and functions of small groups." As such it draws upon case material, but it is using the material as evidence toward some theoretical structuring of hypotheses about human conduct capable of general application.

How successful the outcome is will probably be variously viewed by different students. But that an earnest beginning has been made no one will dispute. And if occasionally the hypotheses as stated seem to partake of the obvious, as the author himself recognizes, that may perhaps be due to the novel and pioneering character of the effort. Certainly there is a breadth of shrewd observation here, and the small group is subjected to a scrutiny more intensive than that in any other recent work. All later students of the subject will have to draw upon this source, and applications of its findings to numerous institutional settings are sure to follow as directly stimulated by it.

It is interesting to observe that in his last chapter about the place of small groups in the survival of civilization, the author sets forth sobering conclusions identical with those more elaborately documented in Baker Brownell's recent volume, "The Human Community." Indeed, the two books have a definitely supplementary value.

Bernard De Voto has supplied a Foreword which, in conjunction with Professor Merton's Introduction, admirably orients and guides the reader into the speediest possible grasp of the author's thesis.

ORDWAY TEAD
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BECOMING AMERICAN—The Problems of Immigrants and Their Children, by Irene D. Jaworski. Harper. $1.50

ONE OF THE SERIES BEING PUBLISHED under the auspices of the Bureau for Intercultural Education, the intent of this book is to contribute to the development of greater appreciation of individual differences and to promote understanding of the difficulties in human relations which are heightened by immigration. A major value lies in discussing immigration in human terms.

The book is divided into three parts. The first presents some aspects of family and human relationships which become more complicated because of immigration. The second part gives the history of immigration for the last hundred years with particular emphasis on the feelings and reactions of immigrants and the established population. The third part gives more about the differences in the cultural makeup of the population of the United States and the effect of these on human relations. It includes some of the things being done to bring about equality of opportunity and better understanding.

The book is written for high school students and, although it is arranged for the classroom, it could be used by other groups of young people. The approach is sympathetic; the words themselves would help develop the attitudes necessary for better understanding.

The projects suggested at the end of each chapter are especially valuable. They provide for both individual and group activity and allow for the expression and use of different abilities and interests of students.

On the whole, a young person reading this book should gain an appreciation of the possibilities for individuals in the United States and understand some of the difficulties now preventing full realization of these possibilities.

JEAN REYNOLDS
Girl Scouts of the United States of America

THE CHALLENGE OF DELINQUENCY, by Negley K. Teeters and John Otto Reinemann. Prentice-Hall. $7.35

HERE IS A BOOK WHICH, UNLIKE MOST texts, is both readable and comprehensive. It should be of special interest to those in social work, for it challenges our attention in every field of work with child offenders and adolescent delinquents. As a text written by a college professor and a court administrator, it has the unusual quality of being written from both the social work and sociological point of view, combining these in balanced proportions.

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The authors give consideration to such modern conceptions as the role of authority in dealing with children, group therapy, and the newest methods of institutional and foster care. Among the institutions described are the Wiltwyck School, Ormsby Village, Hawthorne-Cedar Knolls School, the new "Highfields" project in New Jersey, and British and American governmental projects.

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This book can be recommended to judges, probation officers, social workers, and also to lay persons interested in this serious and growing American problem.

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